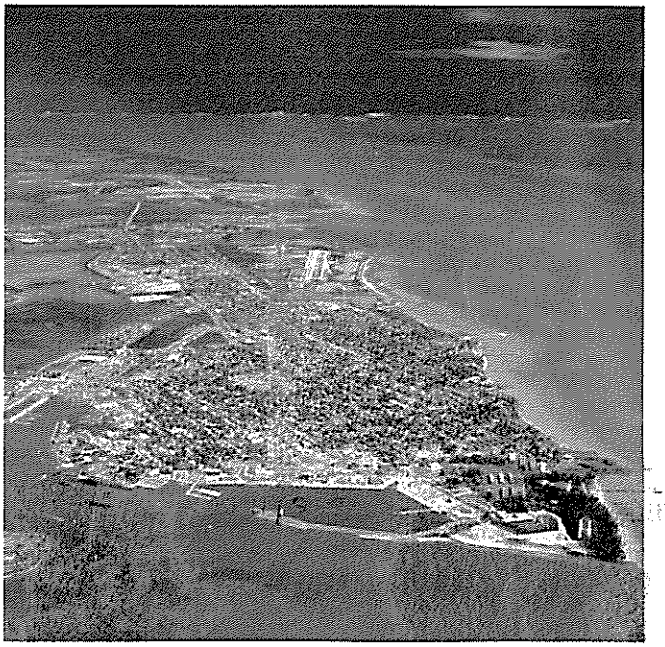
Key West Base Reuse Plan

October 3,1997



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I. EXECUTIVE OVERVIEW

In 1995, the Naval Air Station (NAS), Key West, Florida was designated for realignment by the Federal Base Realignment and Closure Commission (BRAC) pursuant to the Defense Closure and Realignment Act of 1990. On May 2, 1996, certain land and facilities at the Naval Air Station were declared surplus by the Department of the Navy. These properties will become available for use by non-federal public agencies for public benefit purposes (e.g. aviation, health, education, recreation, etc.), by eligible non-profit groups (health, education), and by homeless provider groups, pursuant to the Base Closure Community Redevelopment Assistance Act of 1994. The Naval Properties Local Redevelopment Authority (LRA) was established by the City of Key West for the purposes of planning, acquiring, and redeveloping surplus properties at the NAS Key West.

The Base Reuse Plan presented here is the culmination of an intensive, five month base reuse planning process. This process has included an exhaustive public participation program which was designed to help establish community priorities, identify potential site uses, and develop and refine concept designs, and evaluate reuse plans. The public meetings conducted as part of this process were facilitated by the Florida Conflict Resolution Consortium, an independent, non-partisan, arbitration organization. A detailed discussion of the public participation process and the development of the Preliminary Base Reuse Plan is presented in Appendix 1, Plan Development Process.

In accordance with the Base Closure Community Redevelopment Assistance Act of 1994, the planning team has carefully considered the Notices of Interest (NOI) in surplus properties submitted by public agencies, homeless provider groups, and other interested persons. These notices of interest have been addressed as part of the public participation program and throughout the base reuse planning process. Further, the manner in which the proposed plan addresses the NOIs is discussed in each of the individual surplus property chapters. In evaluating the NOIs and input from the public forums, the planning team developed a plan which seeks to accommodate these NOIs, while balancing the needs of the various communities for economic redevelopment, other development, and homeless assistance.

Truman Waterfront - This site contains 44.9 acres of land which includes two general areas known as the Mole Pier (Waterfront Area), and Truman Annex. The 7.6 acre Mole Pier portion includes the Pier (including breakwater, berthing, wharf, paved roads, and utility infrastructure) and two buildings totaling 1,679 square feet. The 37.3 acre Truman Annex portion of the property consists of ten storage buildings (approximately 74,867 square feet) and nine other structures (approximately 50,000 square feet) including a bomb shelter, dining facilities, a fire station, a port operations building, and Naval Exchange (NEX) Branch.

Guiding principles in the Truman Waterfront reuse plan are:

- Recreation and open space areas linked through multimodal green ways and view corridors;
- Uninterrupted public access to the waterfront through a wide promenade, along the full length of the harbor;
- Affordable housing, neighborhood retail, and social service uses as an extension of the neighborhood fabric of Bahama Village;
- Educational and historical activity nodes;
- Expanded use of portions of the Truman Waterfront property for port activities; and,

- Multiple ingress/egress points into the Truman Waterfront property

Poinciana Housing - This site is bounded on the north by Donald Avenue, on the east by 19th Street, on the South by Duck Avenue and on the west by other residential development. Dunlap Drive runs through the property and intersects both 19th Street and Duck Avenue. The property consists of approximately 36.2 acres of land, and includes 50 residential buildings (with 212 housing units ranging from one to four bedrooms), totaling approximately 252,000 square feet, as well as a mangrove-encroached lake. Single-family housing surrounds the site on all sides. There is a small community commercial area located directly in front of the site at Duck Avenue.

The central goal of the Poinciana Plan is the reuse of existing structures located on the site, introducing limited infill development where appropriate, creating essential affordable housing, addressing homeless needs, and creating a liveable neighborhood that is well integrated into the surrounding community. Obviously, a significant benefit of the Poinciana site is that much of the necessary infrastructure and buildings currently exist. This should reduce the cost of providing both affordable housing and special needs housing.

Old Commissary Building - This 1.82 acre site is located within the City's Historic District and consists of one large historic building with 43,130 square feet, and two miscellaneous utility plant buildings of 40 square feet and 170 square feet respectively. The site also contains approximately 3,024 square yards of parking area and 139 linear feet of fencing. The site is bounded on the north by Catherine Street, on the east by Simonton, on the south by Louisa, and on the west by Duval Streets.

The Old Commissary Building is proposed for use by Monroe County as administrative and community services offices, as well as an emergency hurricane shelter.

Maine Memorial Cemetery - This 0.12 acre site is located within the confines of the Key West Cemetery which is within the City's Historic District. The Key West Cemetery is delineated by the following streets: Angela Street on the north, Frances Street on the east, Windsor Lane on the west, and Johnson Lane on the South. This property is listed on the National Register of Historic Sites as a contributing element of the Key West National Register Historic District. The Maine Memorial commemorates the sailors killed on the Battleship Maine which exploded in the Havana Harbor in 1898.

The Maine Memorial Cemetery is proposed to remain as a cemetery.

Peary Court Cemetery is located within the City's Historic District and comprises approximately 1.0 acre of land. It is located on White Street at the intersection of Angela Street, approximately 2 blocks east of the Key West Cemetery The site is surrounded by residential uses to the north, northeast, west, and south. A privately-owned mini-warehouse/storage building borders the site on the east. The Peary Court housing development is directly adjacent to the site on the north.

It is proposed that the property be maintained as an historic open space, with the potential for reuse of a portion of the site as a cemetery.

East Martello Battery is located near the western end of the Key West airport runway, and consists of approximately 43.7 acres of land. The site is located approximately 2 blocks south of Flagler Avenue at Government Road, which bisects the site as it allows access to the Hamaca Park and Hawk Missile Site. Two residential areas border the site to the north. Development on the

East Martello Battery Site is restricted to an earth-covered, reinforced concrete magazine structure. The remainder of the site is occupied by salt ponds, mangrove forests, and disturbed upland and wetland areas.

The majority of the East Martello Battery site is proposed for use by the Key West International Airport as a runway clear zone and obstruction-free zone. This area will be fenced and maintained according to FAA regulations. The remainder of the site is proposed for preservation and passive open space recreation (nature trails, scenic overlooks, etc.)

Hawk Missile Site: Located near the Key West Airport, this 23.7 acre site is relatively remote and isolated. The portion of the site being excessed by the Navy does not include the developed upland portion of the site. Rather, the property under consideration only includes the wet land salt pond portions of the site.

It is proposed that the Hawk Missile Site be maintained in its natural state.

Trumbo Road Site: This surplus property includes only a portion of Trumbo Road extending southward from Whiting Avenue to a marine-related industrial area adjacent to Key West Bight.

It is proposed that this property be maintained as an unobstructed access road to Trumbo Annex and the U.S. Coast Guard Station.

II. INTRODUCTION

A. Background

As a consequence of changing U.S. national security requirements over the past several decades, the Department of Defense (DoD) has closed or reduced the operation of many military installations across the country. The purpose of these actions has been to reduce overhead, enhance military readiness and modernization, and adapt to rapidly changing international relations. Typically, military installations constitute a significant source of employment for residents living in the surrounding communities. In the State of Florida, the state legislature determined that defense programs and activities have been responsible for over $16 billion in direct and indirect spending in the state, 50% of high-tech industry job growth in the early 1980's, and 170,000 military and civilian jobs in 15 military installations around the state.

Base closure can provide an opportunity for communities to convert military installations to needed civilian uses. Many communities have successfully converted former installations to parks and recreational facilities, business centers, affordable housing and transitional housing for the homeless. However, the closure of military installations can also pose potential economic hardships, both long and short term, for the communities in which they are located. Previous base closures have shown that the traditional Federal property disposal process has not always met the economic recovery needs of the community.

Since the late 1980's the base closure process has evolved considerably. In 1987, Congress enacted the Stewart B. McKinney Homeless Assistance Act, which under Title V, made serving the homeless the first priority for use of all surplus federal property, including military installations. While the McKinney Act was well-intended, it did not anticipate the number of military base closures and realignments, or their impact on the surrounding communities. In 1988, the Secretary of Defense chartered the first Base Closure and Realignment (BRAC) Commission , whose duty was to provide a "fair process that would result in the timely closure and realignment of military installations in the United States." The BRAC Commission recommended closing 86 military installations and the partial closure of 59 others.

In the early 1990's, many involved in the base reuse process concluded that Title V of the McKinney Act did not adequately address all of the multiple interests related to these base closures. Therefore, in 1994, the DoD, in conjunction with the Departments of Housing and Urban Development (HUD), Veterans Affairs, Health and Human Services, as well as homeless assistance providers, recommended changes to the McKinney Act. This ultimately led to enactment of the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (now known as the Redevelopment Act). The Redevelopment Act represents a significant shift in the base reuse planning process. Most significantly, the act exempts 1995 BRAC Commission installations from Title V provisions and substitutes a new community-based process in which both representatives of the homeless and other community groups participate in local reuse planning.

The Redevelopment Act was designed to accommodate the overall needs of communities impacted by the closure of a military base, while still addressing the needs of homeless individuals and

families. The Act places primary responsibility for base reuse planning in the hands of a Local Redevelopment Authority (LRA). The LRA is charged with the task of developing a plan which balances the Community's need for economic redevelopment, and homeless assistance. The ability to achieve this balance fundamentally requires a broad-based strategic planning process rooted in a rigorous public participation plan. Under the direction of the LRA, homeless providers, businesses, nonprofit organizations and other parties are all afforded the opportunity to formally express their interest in reuse of the surplus properties. In conjunction with a series of public participation meetings and ongoing planning efforts of the LRA, these interests are recognized, balanced, and carefully considered in the development of the plan.

B. Purpose of the Base Reuse Plan

The purpose of the Key West Base Reuse Plan is to provide long-term, sustained, economic growth in Key West through the adaptive reuse of surplus military land and facilities. The base reuse planning process is intended to determine appropriate and feasible redevelopment uses which adequately reflect the community's vision for base reuse. While more specific objectives have come to light over the course of the entire planning process, the Key West Base Reuse Plan has generally been developed to achieve the following overarching goals:

- To help diversify the economy;
- To encourage balanced growth in the area's economy, including commercial and service sector job growth;
- To provide employment opportunities for the region's unemployed and underemployed persons;
- To strengthen the local tax base; and,
- To help existing businesses and industries expand.

C. Organization of the Base Reuse Plan

The Key West Base Reuse Plan has been developed in a way which will allow the reader to review the document on a site by site basis. Beginning with Chapter V, the individual chapters have been grouped together by surplus property and assembled together as self-standing sections. The surplus properties discussed in these individual sections are graphically depicted in Figure II.C.1, Location Map. The Base Reuse Plan is organized into the following chapters:

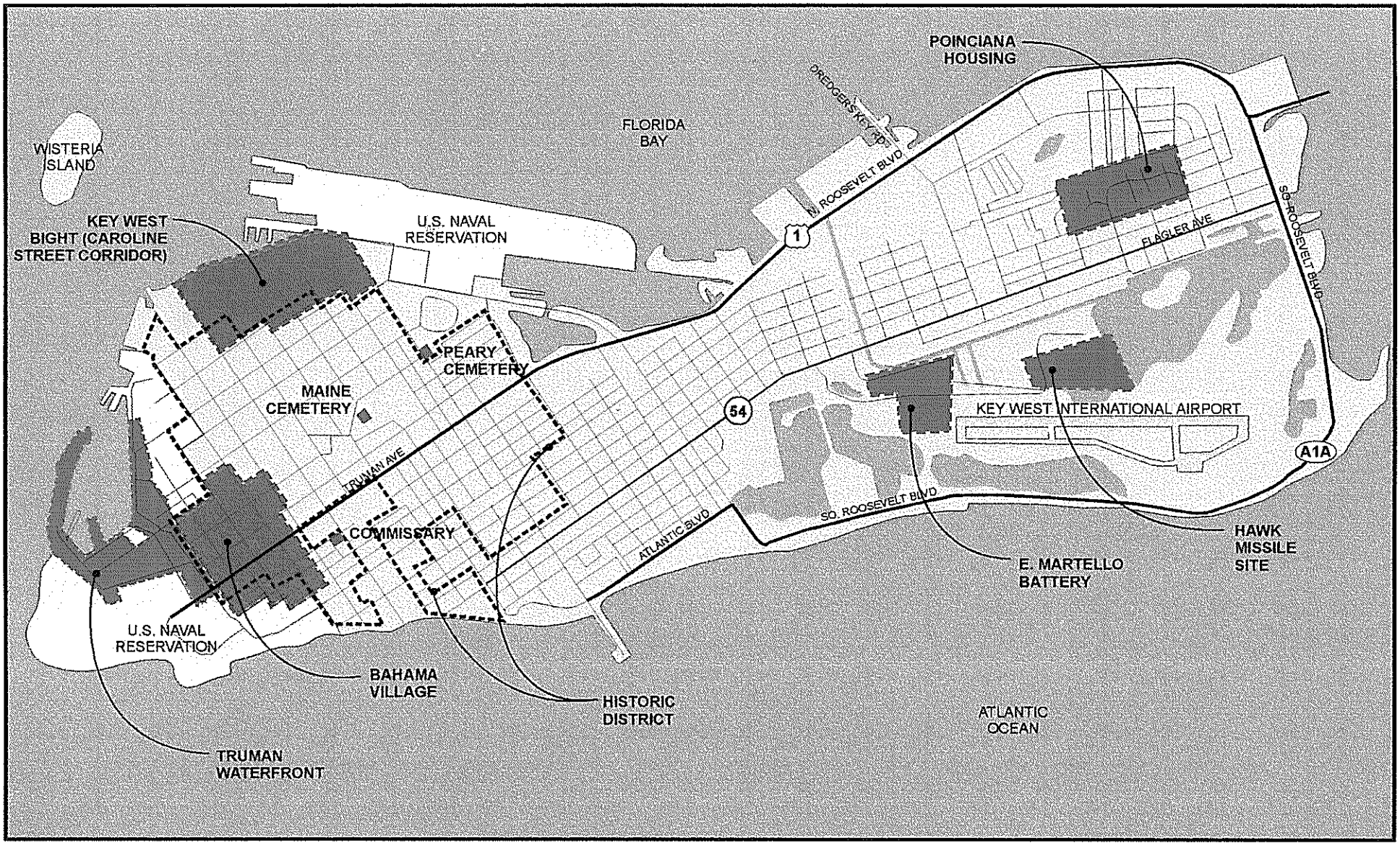
I. Executive Overview
II. Introduction
III. Key Issues Overview
IV. Relevant Plans, Regulations and Studies
V. Truman Waterfront - Existing Conditions
VI. Truman Waterfront - Reuse Plan
VII. Poinciana Housing - Existing Conditions
VIII. Poinciana Housing - Reuse Plan
IX. Maine Memorial Cemetery - Existing Conditions & Reuse Plan

X. Peary Court - Existing Conditions & Reuse Plan
XI. Old Commissary - Existing Conditions & Reuse Plan
XII. East Martello Battery - Existing Conditions & Reuse Plan
XIII. Hawk Missile Site - Existing Conditions & Reuse Plan
XIV. Trumbo Road Site - Existing Conditions & Reuse Plan

Within the Truman Waterfront and Poinciana Housing reuse plan chapters, the following information is provided:

- Land Use Plan
- Proposed Zoning
- Design Guidelines
- Utilities/Infrastructure Plan
- Transportation
- Development Program
- Regulatory Guidelines
- Notices of Interest
- Conveyance
- Financing Options

Due to the nature of the other surplus properties, information contained in the corresponding reuse plan chapters is generally limited to a discussion of the proposed land use plan, relevant Notices of Interest, potential methods of conveyance, and regulatory guidelines.



Legend

NAVAL SURPLUS PROPERTIES

Figure II.C.1
Location Map
CITY OF KEY WEST
KEY WEST BASE REUSE PLAN

Not to Scale

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SEPTEMBER 1997 SOURCE:

III. KEY ISSUES OVERVIEW

A. Environmental Resources

1. Introduction

The Florida Keys represents one of the most environmentally sensitive areas in the eastern United States. Its coral reefs draw millions of divers, snorkelers and sports fishermen each year. The waters off the Florida Keys are also a critical source for tuna, snapper, grouper, lobsters, shrimp and other commercially valuable fish and seafood. The Keys are fringed by mangrove forests, seagrass beds and other ecologically valuable shoreline and shallow-water communities. These areas play a crucial role in providing storm protection, preventing shoreline erosion, and helping to maintain high water quality. Native pinelands and hardwood hammocks provide habitat for numerous plant and animal species found only in the Keys, including the federally endangered Key deer.

Because of extensive land development and other human population pressures, the environmental resources of the Keys have been greatly impacted. Native plant communities such as pinelands and hardwood hammocks have been reduced to remnant patches. Mangroves, seagrasses and other coastal resources have been eliminated or degraded as a result of coastal construction. Further, stormwater and sewage discharges from Keys developments have negatively impacted oceanic water quality; this may be an important factor in a trend of overall degradation of coral reefs and other marine habitats throughout the Keys.

As a result, stringent federal, state, regional and local regulations have been enacted to curtail future development impacts to environmental resources in the Keys. The entire Florida Keys area from Key Largo to the Dry Tortugas has been designated a National Marine Sanctuary. This designation, along with other federal, state and regional regulations, place restrictions on current and future land uses. Further, there have been extensive efforts to purchase and manage remaining natural areas in the Keys as environmental preserves.

2. Natural Resources in Key West

Much of Key West has already been developed, with natural resources largely restricted to two areas:

1. Coastal lands adjacent to natural marine communities; and,
2. The Salt Ponds region on the eastern half of the island.

Coastal areas of particular concern include the Mole Pier and Fort Zachary Taylor waterfronts on the western side of Key West. These sites abut high-quality seagrass beds and contain beach nesting areas for the federally endangered loggerhead sea turtle.

The Salt Ponds region is the only remaining natural area in Key West, encompassing approximately 700 acres of high-quality shallow salt ponds, seagrass beds, mangrove forests and hardwood hammocks. The Salt Ponds provide habitat for a diverse array of plants and animals, including bald eagles, snail kites, ospreys, white-crowned pigeons, and a wide variety of wading birds. State, regional and local efforts are underway to acquire

and manage lands in the Salt Ponds region as a nature preserve. Two Naval Base Reuse properties, the East Martello Battery Site and the Hawk Missile Site, are located within the Salt Ponds area and have been specifically targeted for future preservation (City of Key West and Florida Audubon Society, 1986).

B. Demographic Profile

According to the University of Florida, Bureau of Economic and Business Research, the population of Key West was estimated at 27,009 as of April, 1996. This represents an increase of 2,177 residents since 1990, when total population in the City stood at 24,832. The total growth rate over the six years is estimated at 8.8%, and the annual average growth rate at 1.4%.

Key West's population of 27,009 in 1996, represented 32.3% of the total population for all of Monroe County in that year. This percent share is up slightly from 1990, when Key West's share of total county population registered 31.8%.

As reflected in figures for Monroe County, the largest contribution to population growth in Key West is from in-migration, representing close to 74% of total growth between 1990 and 1995, compared to 27% resulting from natural increase (i.e., births over deaths), during those years.

The largest feeder states/regions for Monroe County, in terms of population growth, in order of magnitude, include, other Florida Counties, overseas, the Northeast U.S., the Midwest U.S., California and Texas.

The median age of the population of Key West was estimated at 36 years in 1995. The largest components of the population, in terms of age groups, include the 25-34 year old age group and the 35-44 year old age group, each representing approximately 20% of the population. The school age population, 6-17 year olds, and the elderly population, 65 years and older, each comprised between 12 and 13 percent of the total population.

C. Employment/Economic Base

Based on 1995 employment data for Monroe County, the economic base of Key West is dominated by services and retail trade. Among major employment sectors in the Monroe County, the service sector, which includes tourism related industries, comprises approximately 38% of total employment. Retail trade also comprises roughly 37%. Given, that many of the retail establishments in Monroe County, and especially Key West, target tourists for the majority of their sales, the significance of the tourism industry to the local economy can not be understated.

The impact of tourism on the economic base of Key West is exemplified by data reported from Monroe County Property Appraiser's office which shows that seven of the top ten taxpayers in Key West are Resort Hotels.

Key West's dependency on tourism leaves the City exposed to the impact of down economic cycles at both the National and regional levels. When economies are down or

in recession, resort destination travel is one on the first sectors to feel the impact. These impending conditions underscore the need for Key West to explore economic diversification opportunities.

D. Housing and Homeless Needs

A general lack of affordable housing and a growing segment of the population that can be defined as homeless are two of the most serious problems facing the City of Key West. These issues are highlighted in the following section along with a discussion of potential means to address them.

1. Housing Needs

The City of Key West presently faces serious affordable housing challenges which are likely to continue in the foreseeable future. The specific challenges include a deficit of affordable housing units; an expensive housing market; cutbacks in Federal government funding support for affordable housing programs; and providing housing opportunities to the working poor concurrent with new commercial development.

The City of Key West and the Key West Housing Authority have taken important steps to address these issues by developing a variety of proactive tools. Two proposed housing ordinances recommended by the Affordable Work Force Housing Task Force and the Housing Authority Plan 2000 are intended to help alleviate the affordable housing needs of the City.

An assessment of affordable housing needs conducted by the Shimberg Center for Affordable Housing at the University of Florida and the Affordable Work Force Housing Task Force found in 1995 that the City had a deficit of 4,192 affordable housing units. In addition, many households in the City are cost-burdened - that is, they have to pay more than 30 percent of their gross monthly income on housing. The City's Comprehensive Plan estimates that over two thirds (69.4%) of very low, low and moderate income households were cost burdened.

Key West's expensive housing market and limited housing supply also poses serious challenges to households seeking affordable housing. Housing market data illustrates that average rental rates and prices for single-family housing (rental and for-sale) are out of proportion with the relatively low wages of service-sector employees. The average price of an existing single-family home in Key West is $263,200 as of May 1997 while a typical rental rate ranges from $750 to $1,750 per month. Based on an estimated per capita income of $17,500 in 1996 there is strong latent demand for affordable housing.

One approach designed to meet the affordable housing needs is the drafting of proposed legislation in the form of a Housing Linkage Ordinance and Single Room Occupancy (SRO) Ordinance by the City of Key West. The linkage ordinance would require developers of new non-residential development to build affordable and market rate housing units to offset the affordable housing need generated by their proposed development. The SRO ordinance is intended to recognize SRO's as a viable form of housing and encourage their production. Both ordinances are intended to bolster affordable housing opportunities for the working poor.

The effectiveness of the Housing Linkage Ordinance in particular, as well as the SRO ordinance, however, may be limited by existing development regulations currently in force. One such development regulation, the Building Permit Allocation and Vested Rights Ordinance, otherwise known as the "Rate of Growth Ordinance" or "ROGO" may inhibit the development of affordable housing because a key provision of the ordinance limits the number of permits issued for new permanent and transient development. In their current form, both ordinances have come under close scrutiny by residents at a public hearing on May 13, 1997 before the City Commission. Presently, both of the proposed ordinances have been tabled, due to resident opposition and are subject to further citizen review by an appointed subcommittee.

The impact of the Building Permit Allocation System on development of residential and transient units in Key West can not be overstated. The City of Key West is responsible for implementing the system, with each development agreement being subject to Area of Critical State Concern (ACSC) review. Even long range plans for development which include significant residential or transient units are subject to existing regulations. Currently, the Cit has only 88.77 total units available for allocation through the year 2002; these units are subject to normal market competition.

The U.S. Department of Housing and Urban Development's declining commitment to fund affordable housing programs and the City's status as a non-entitlement jurisdiction for Federal housing funds pose additional challenges to affordable housing provision in Key West.

The Department of Housing and Urban Development's inability to extend existing Section 8 voucher and certificate contracts due to budgetary constraints and a proposed 25% reduction in Section 8 administrative fees could result in the loss of up to 299 Section 8 affordable housing units to City of Key West residents by the year 2000. The Housing Authority of the City of Key West in their "Plan 2000" describes this worst-case scenario as an "affordable housing crisis." Not only must the Authority find replacement units for those which may be potentially lost but it must develop a dislocation plan to relocate displaced Section 8 residents.

As a non-entitlement city, under Federal Regulations, the City of Key West is ineligible to receive annual formula allocations such as the Community Development Block Grant, Home and Emergency Shelter Funds for affordable housing. It must compete regionally and state wide for limited housing program funds.

In response to the potential Federal government cutbacks in Section 8 funding, the Housing Authority has developed the "Plan 2000" which proposes specific housing initiatives designed to: provide support services to residents of public housing; redevelop available surplus property as affordable housing; provide emergency shelter facilities in Key West and increase home ownership opportunities for the working poor. The plan's successful implementation requires a strong partnership between the City of Key West and the City of Key West Housing Authority.

2. *Homeless Needs*

Like most coastal communities, Key West has a problem with both permanent and seasonal homelessness. This problem is exacerbated by the overall lack of affordable housing for

both rental and home ownership purposes. The 1990 Census Shelter and Street (S-Night) Enumeration reported that there were 113 homeless persons in Key West. The largest segment of the homeless population are adult males, but there is a growing number of single women with children and/or intact families. The "street" population can be seen in the mangroves, and in the Bahama Village area.

Other than the S-Night count, there is no reliable statistical analysis of the homeless population or the various sub-populations. It should be noted however that statistical and anecdotal information has recently been gathered from a coalition of homeless service providers known as "Plan 1999". This group has representatives from 14 not-for-profit entities, the majority of whom are located in Key West. (Some of these groups serve the general Monroe County area and/or are not located in the Keys, but still serve Key West's homeless population.)

There are no existing homeless shelters in Key West, and the closest facility (a 400 bed Homeless Assistance Center) is located in Miami. There are, however, several not-for-profit organizations providing a myriad of services to the various sub-populations among the homeless.

Some of the significant issues identified by the "Plan 1999" Coalition in regard to the homeless population include: the high rate of alcohol and substance abuse and/or mental illness, the growing number of women with children, the incidence of domestic abuse, the lack of mobility to transport clients to facilities and services, the need for subsidized child care, lack of emergency shelter care, and affordable housing (both transitional and permanent). The Coalition indicates that there is a growing number of "working homeless" who, despite their efforts, can not afford the cost of housing especially the first/last/security needed for most rentals.

Although not statistically documented, the incidence of overcrowding appears to be a significant problem, with anecdotal information indicating that many single adults (with or without children) are forced to co-habit to share housing costs. In this same sense, many homeless individuals are temporarily staying with friends or relatives, exacerbating the overcrowding situation.

Key West also appears to have a growing number of individuals who are at-risk of becoming homeless. Persons threatened with homelessness include lower-income individuals living in marginal financial situations (such as lower wage earners who live from paycheck to paycheck.) For these individuals the loss of a job, illness or an injury that interrupts a paycheck, an increase in rent, or some other change in income could result in a missed rent payment and loss of shelter. Persons threatened with homelessness also include those persons who are cost-burdened in regard to their housing costs i.e. paying more than 30% of their adjusted gross income for rent plus utilities, or mortgage (principal, interest, taxes and insurance).

As a companion piece to the Base Reuse Plan, the LRA has prepared a "Homeless Assistance Submission" for submittal to the U.S. Dept. of HUD. Communities such as the City of Key West or Monroe County, that are not currently "entitled" to receive federal funds directly from HUD, are not governed by a Consolidated Plan for Federal Funds, which would normally detail the specific needs of the homeless population, and outline strategies to address their needs. In absence of this, Key West must submit a description of the

homeless population that it perceives to be present (the City does not, however, have to conduct a survey of the homeless population); prepare a brief inventory of existing services and homeless facilities to serve the homeless; and provide a description of the unmet needs within the context of existing facilities and information on services to move the homeless toward self-sufficiency, under a Continuum of Care Approach.

E. Utilities

1. Potable Water

Potable water for the City of Key West and the Naval Air Station Key West is provided by the Florida Keys Aqueduct Authority (FKAA) from its wellfield and treatment facility in Florida City. Based on the existing design capacity of the water treatment plant (22.0 million gallons per day (MGD) and current system demand of approximately 14.7 MGD average day flow, no potable water treatment, supply, or distribution problems for the City of Key West or the Naval Air Station are anticipated in the foreseeable future. FKAA has taken measures such as plant upgrade and distribution piping replacement to ensure the City with an adequate potable water supply (City of Key West, 1993).

Potable water is provided to the Navy, separate from that supplied to the City of Key West, by agreement with the FKAA. This agreement, in place and renewed annually since 1976 currently allocates approximately 2.0 MGD of potable water to the Navy. Current Naval potable water demand is 0.376 MGD (City of Key West, 1993).

2. Solid Waste Disposal

The City of Key West presently has excess solid waste disposal capacity, as the City's waste disposal plant has a capacity of 150 tons per day (tpd) and demand is currently 120 tons per day, 105 tons of which are burnable. Recycled materials include metal, concrete, asphalt and dirt with the remainder of the waste stream being burned. Ash is hauled to a federally approved monofill disposal site in Okeechobee, and generated electricity is sold to City Electric System.

The City's waste to energy plant is undergoing a maintenance and upgrade program to allow the plant to meet new EPA clean air standards by 1999.

3. Wastewater

Sewers: Wastewater from Key West is treated at the Key West Wastewater Treatment Plant on Fleming Key. This secondary treatment facility, which has been in operation since 1989, uses a complete mix, extended aeration activated sludge treatment process. The Key West Wastewater Treatment Plant has a design capacity of 7.2 mgd average daily flow and 10.0 mgd maximum month average daily flow. Up until 1990, the plant had been operating at approximately 87% and 74% of design capacities, respectively (City of Key West, 1993).

Treated wastewater is discharged into Hawk Channel in the Atlantic Ocean. Because the Key West Wastewater Treatment Plant is operating at a very high level of nutrient removal, producing effluent at or near State Advanced Wastewater Treatment (AWT) standards,

ocean outfall from the plant has not adversely affected marine communities (Ferry, 1997).

Because wastewater collection pipes are old and deteriorating, salt water is intruding into the wastewater lines, greatly reducing the efficiency of wastewater treatment. A plan to improve the wastewater collection system is being implemented by the City of Key West.

Septic Tanks: Septic tanks serve 33% of residential and 28% of non-residential facilities in Key West. No technical information exists which indicates adverse impacts caused by septic tanks. However, the potential exists for problems because of the very shallow water table. Intense or long-duration flooding could result in septic tank discharge to the groundwater and surrounding marine waters (City of Key West, 1993).

4. Stormwater Drainage

Stormwater drainage is problematic in Key West, with some areas on the island taking as much as 3 days to drain following a storm. The City has budgeted $1.6 million to rehabilitate existing stormwater collection systems and install 18 stormwater injection wells. The collection system will include pollution removal devices, with three chambers to allow settling and removal of floating debris. These devices are expected to remove 95% of the stormwater pollutant load.

According to Mr. David Fernandez, City of Key West Utilities Director, in order to meet stormwater drainage needs, the City of Key West will require construction of 40-50 more stormwater injection wells, and inclusion of pollution-control devices on 35 existing stormwater outfall sites.

In addition, the Florida Department of Transportation is examining concerns regarding untreated stormwater outfall from North and South Roosevelt Boulevards into the Atlantic Ocean. The lake on the Poinciana Housing Site has been discussed as a potential stormwater outfall site.

F. Transportation

1. Descriptions of Main Roadways

The City of Key West is served by several major roadways, which are depicted in Figure III.F.1. U.S. 1 Highway, a four-lane State Urban Principal Arterial, provides the city's only roadway entrance from Florida's mainland. U.S. 1 Highway, west of the Cow Key Channel, splits into N. Roosevelt Boulevard to the north and S. Roosevelt Boulevard to the South. As the primary and most direct route into downtown and the Historic District, North Roosevelt Boulevard, Truman Avenue and Whitehead Streets (U.S. 1) carry a significant portion of the city's traffic.

Palm Avenue is a County Urban Minor Arterial that has two lanes from N. Roosevelt Boulevard to Eisenhower Drive and four lanes from Eisenhower Drive to White Street. It provides the main access to the northwestern side of the city using either Caroline Street, a one-way westbound City Urban Collector, or Eaton Street, a one-way eastbound County Urban Minor Arterial. Duval Street, Simonton Street and White Street are also major roadways providing connectivity to downtown area and Historic District. Other major

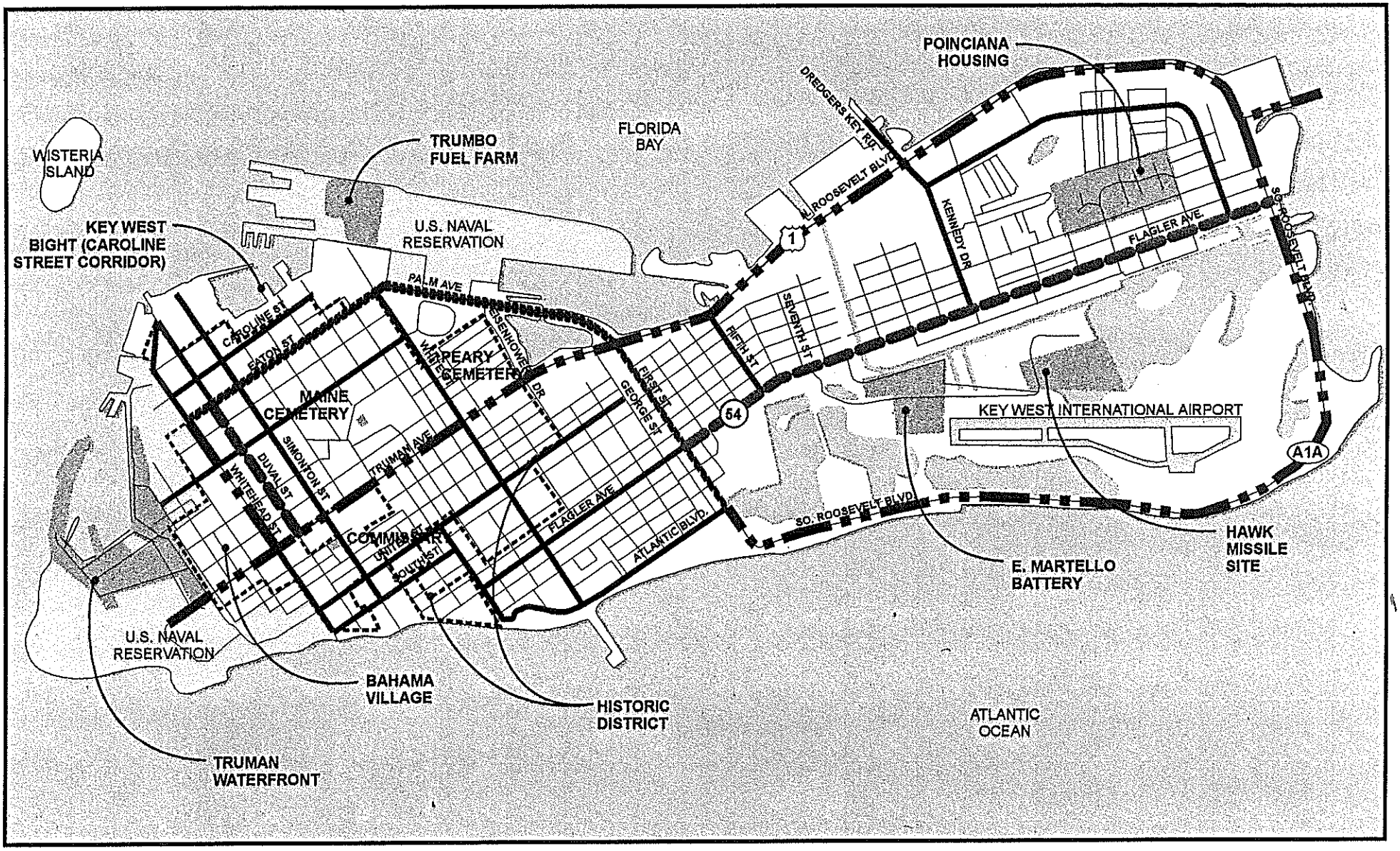
roadways are shown in Figure III.F.1.

2. *Current and Previous Traffic Studies*

There were several traffic studies done recently for the City of Key West such as the Truman Annex Traffic Diversion Study and Citywide Parking Program Study conducted by Tindale-Oliver and Associates and Kisinger Campo and Associates. The Traffic Diversion Study presented findings that deal with traffic circulation and integration of other modes of transportation. The City of Key West in cooperation with the FDOT has completed the Pedestrian/Bicycle Plan which conducted an inventory of facilities and identified ways in which these modes of travel could be more effectively integrated into the overall transportation system. In addition, the Craig Company Team in cooperation with the City of Key West and District 6 FDOT are currently conducting the Roosevelt Boulevard PD&E Study, which includes the north and south corridors. Earlier on, in 1991 JHK and Associates conducted the Traffic Circulation Element of the Key West Comprehensive Plan.

3. *Level of Service (LOS) Standards*

The Level of Service (LOS) is a qualitative measure that characterizes operational conditions within a traffic stream and their perception by motorists and passengers. The 1994 Highway Capacity Manual defines six levels of service, with LOS *"A"* representing the best operating conditions and LOS *"F"* representing the worst. The City adopts the peak hour roadway level of service standards based on functional classification (for U.S. 1, the LOS shall be assessed based on a peak direction analysis of the highest 15 minute period of the 100th highest hourly volume of the year, or K100)as shown in Table III.F.1.



Legend

- STATE URBAN PRINCIPAL ARTERIAL
- COUNTY URBAN MINOR ARTERIAL
- COUNTY URBAN COLLECTOR
- CITY URBAN COLLECTOR

Figure III.F.1
MAJOR ROADWAYS
FUNCTIONAL CLASSIFICATION

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

SEPTEMBER 1997 SOURCE: CITY OF KEY WEST COMPREHENSIVE PLAN; TRUMAN ANNEX TRAFFIC DIVERSION STUDY

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Table III.F.1: Roadway Level of Service Standards		
Roadway Facility	**Segment**	**Minimum LOS Standard Peak**
State Urban Principal Arterial		C (1)
U.S. 1	N. Roosevelt Boulevard	C (1)
	Truman Avenue	Physically Constrained (1)
	Whitehead Street	Physically Constrained (1)
County Urban Minor Arterial		D
County Urban Collector		D
City Urban Collectors		D
Source: City of Key West Comprehensive Plan: Goals, Objectives and Policies, July 1993.		

(1) Due to physical constraints that make U.S. 1 improvements cost prohibitive, the segments from Eisenhower Drive to Whitehead Street and from Truman Avenue to Fleming Street, are designated as constrained. These segments have an existing operating condition below the LOS C standard. Constrained facilities level of service shall be C plus five (5) percent.

4. Existing Traffic Conditions

It is clear that narrow streets, high volumes of bicycles and mopeds, pedestrian interaction with vehicular modes of travel, and the parking conflict created between residents and tourists who compete for available parking space have all resulted in a complex situation. Several roadways within the City of Key West operate at a level of service (LOS) below the minimum standard.

Many of the city's residents live on the eastern side of the island, and many employees who work downtown live on other keys. In addition, significant amounts of tourist trips to the Historic District are originated east of Key West. Therefore, during the morning peak hours travel is heavily oriented into the northwest portion of downtown and away from downtown in the afternoon peak. U.S. 1 corridor, which is the major route into the employment and tourist areas, carries most of this traffic. In addition, there are few options for traffic to get from one end of the island to the other. Therefore, there are major traffic circulation problems in the city related to capacity and safety problems on North Roosevelt Boulevard and Truman Avenue (U.S. 1 corridor). Long queues occur at several intersections along this corridor. Congestion tends to worsen the delay problem by encouraging cut-through traffic on narrow, local streets that are not designed for heavy volumes or high speeds. The City of Key West and the FDOT recognize the problem and District 6 FDOT is currently sponsoring a PD&E study for Roosevelt Boulevard. This study is looking at options for enhancing interaction for all modes of travel in the entire eastern portion of island, as well as routing options regarding travel to and from downtown area.

According to the Truman Annex Traffic Diversion Study, Flagler Avenue, from First Street to Fifth Avenue; First Street, from Flagler Avenue to N. Roosevelt Boulevard; and Bertha Street, from Atlantic Boulevard to Flagler Avenue are operating below the minimum LOS standard. The study also identified four intersections operating below LOS standards.

These are Bertha/First Street and Flagler Avenue operating at "LOS F"; Kennedy Drive and Flagler Avenue operating at "LOS F"; Palm Avenue/First Street and N. Roosevelt Boulevard operating at "LOS D"; and Eaton Street and White Street operating at "LOS F." Figure III.F.2 shows the corridors and intersections operating below LOS standards.

5. *Existing Park-and-Ride and Transit Services*

The City of Key West is well-suited to pedestrian and bicycle travel and should ensure that those types of transportation are viable. The City of Key West Comprehensive Plan and the Parking and Park 'N' Ride Program Recommendation Studies recommended implementing a park-and-ride program as an alternative for driving into the downtown area and reducing demand for parking in the downtown area. The existing transit service routes and the proposed shuttle route and park-and-ride lots are shown in Figure III.F.3. The Parking and Park 'N' Ride Program Recommendation Study suggested guidance signs along the access routes to the park-and-ride lot.

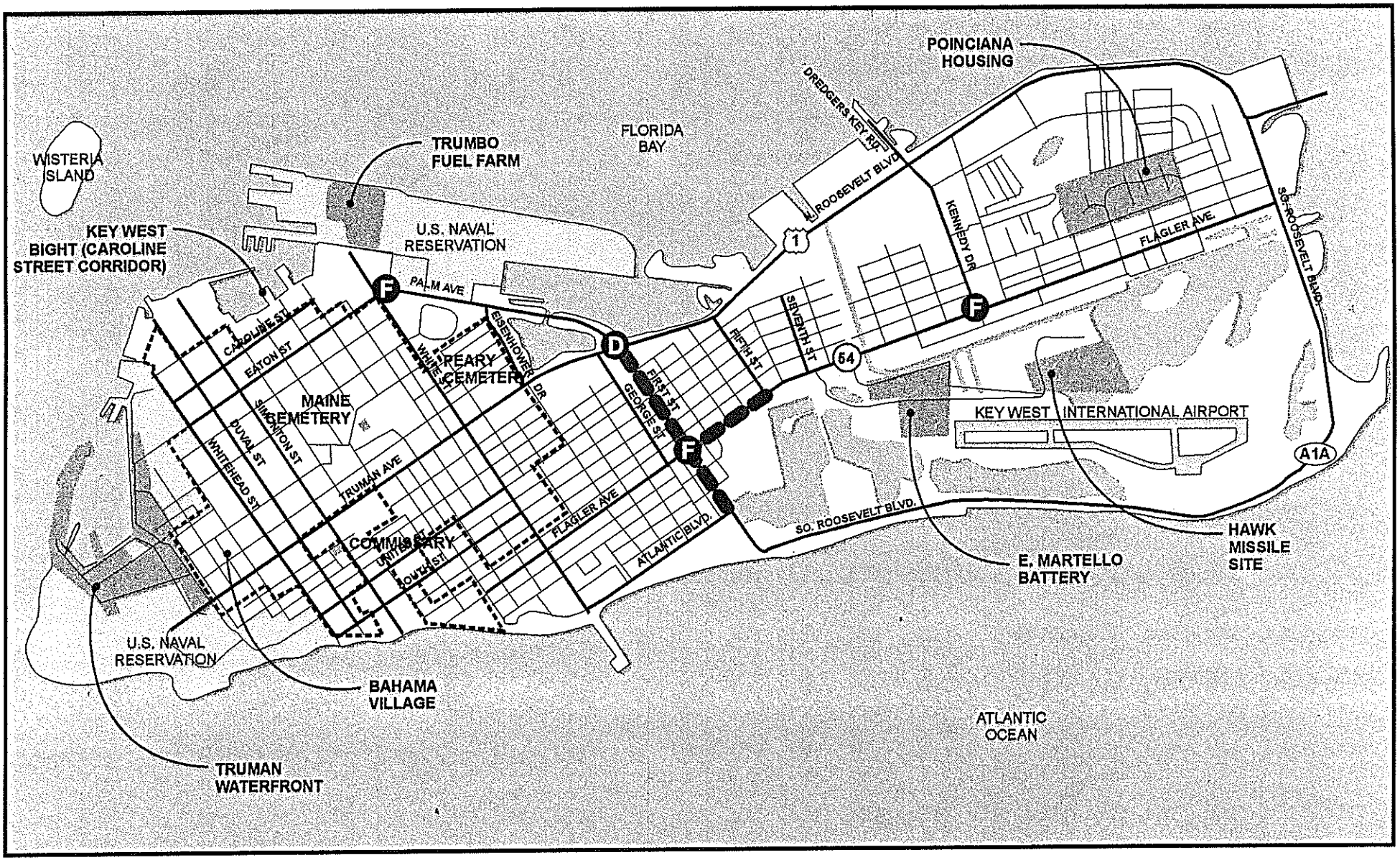
6. *Bicycle and Pedestrian Facilities*

The terrain, climate and short trips provide an excellent opportunity for bicycling as an alternative to driving. Bicycles could be a prime means for reducing demand on the roadway system. The existing bicycle pathway facilities are shown in Figure III.F.4. Due to the limited availability of right-of-way, the narrow nature of roadways and the permitting of on-street parking, the opportunities for constructing bike facilities in Key West are limited. However, bike routes should be upgraded, as much as practicable, to the appropriate standards, as described in the City of Key West Comprehensive Plan.

The availability of adequate and secure bicycle parking is critical for encouraging the use of bicycles for transportation. Bicycle commuter parking (long-term) is needed at locations where bicyclists have to leave their bikes for extended periods of time, such as places of high employment concentration. The Comprehensive Plan identified the city parking garage on Simonton Street as a potential location. Additional long-term parking facilities should be centrally located within the Mallory Square area and the proposed redevelopment area at City Electric. In addition, another long-term facility should be included at the transit shuttle park-and-ride lots.

Convenient parking (short-term) for bicycles is also needed where there is a rapid turnover of bicycles, such as shopping centers, libraries, recreation areas, post offices and tourist attractions. The Comprehensive Plan suggested adopting a parking ordinance as a way of assuring adequate parking on a continuous basis.

However, it should be mentioned that updated and most recent information on bikeways and routes was not available at the time this report was prepared.



Legend

- F — LEVEL OF SERVICE (LOS) F
  INTERSECTION OPERATING BELOW LOS STANDARD
- D — LEVEL OF SERVICE (LOS) D
  INTERSECTION OPERATING BELOW LOS STANDARD
- CORRIDOR OPERATING BELOW LOS STANDARD

Figure III.F.2
CORRIDORS AND INTERSECTIONS OPERATING BELOW THE LEVEL OF SERVICE (LOS) STANDARDS

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

SEPTEMBER 1997 SOURCE: TRUMAN ANNEX TRAFFIC DIVERSION STUDY

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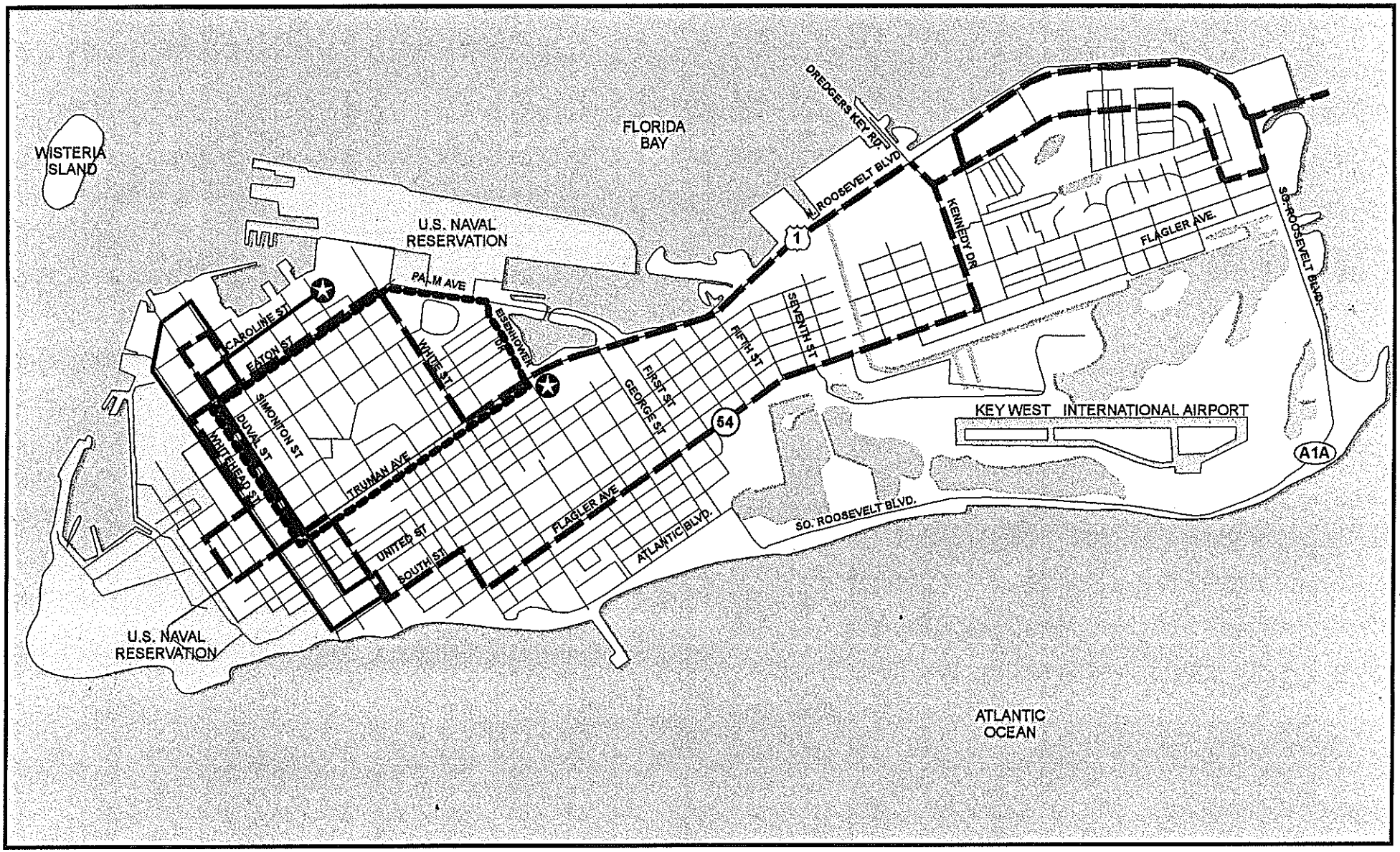

Legend

- EXISTING TRANSIT ROUTES
- SHUTTLE BUS ROUTE AS PER THE CITY OF KEY WEST COMPREHENSIVE PLAN
- SHUTTLE BUS ROUTE AS PER THE CITY OF KEY WEST PARKING AND PARK 'N' RIDE PROGRAM RECOMMENDATIONS
- PROPOSED PARK 'N' RIDE LOCATION

Figure III.F.3
EXISTING TRANSIT ROUTES AND PROPOSED PARK 'N' RIDE SERVICES

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

SEPTEMBER 1997 SOURCE: CITY OF KEY WEST COMPREHENSIVE PLAN; CITY OF KEY WEST PARKING AND PARK 'N' RIDE PROGRAM RECOMMENDATIONS

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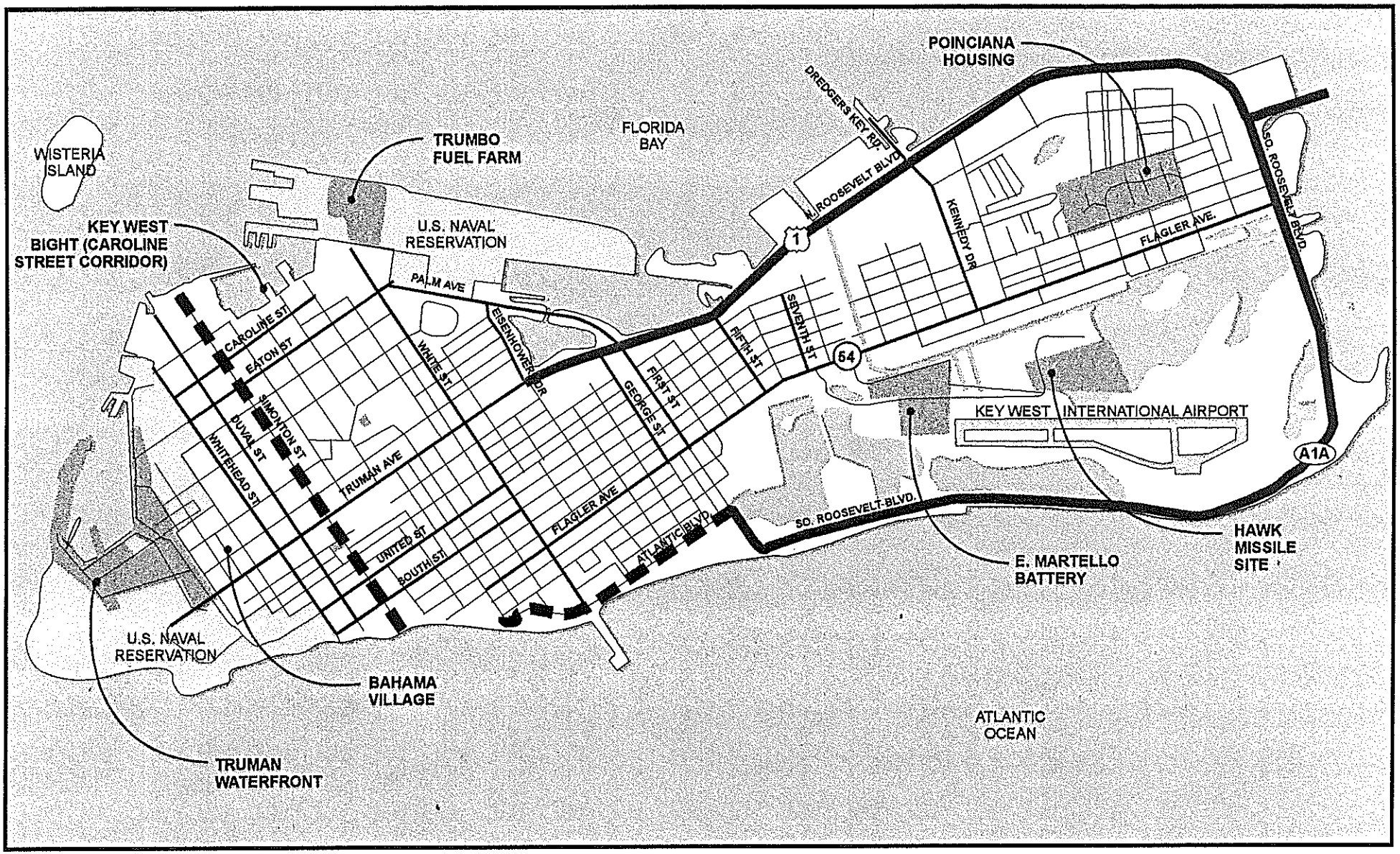

Legend

BIKE ROUTE

BIKE LANE

Figure III.F.4
EXISTING BICYCLE FACILITIES

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

SEPTEMBER 1997 SOURCE: CITY OF KEY WEST COMPREHENSIVE PLAN

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7. *Future Trends*

As for the transportation system within the City of Key West, it is expected that the U.S. 1 corridor (N. Roosevelt Boulevard and Truman Avenue) will continue to experience congestion problems because it is the most direct route to the downtown and the Historic District. Major efforts should be carried out to divert traffic from using this corridor, such as using S. Roosevelt Boulevard as an alternative. These efforts should be associated with improving the existing signage system in the city as well as providing new guide signs that will redirect visitors to the above designated route.

Optimization and coordination of the City's traffic signals will reduce traffic congestion within the City's roadway network. Some geometric changes at these intersections are needed to further improve the traffic operating conditions and circulation. The City of Key West Comprehensive Plan and the Truman Annex Traffic Diversion Study provided some recommendations for geometric changes to certain intersections within the City of Key West.

Implementing a successful transit system and shuttle service could play a major role in reducing vehicular demand on the City's roadway network. The operation of the transit service, park-and-ride lots and shuttle bus services should be properly coordinated to provide efficient and attractive services to the users. Adequate guide signs should also be implemented to redirect users to the shortest path to the appropriate bus stops and park-and-ride lots.

Bicycling and walking would continue to attract users and, therefore, bicycle and pedestrian facilities should be improved to attract more users and reduce vehicular demand. The bicycle network should be continuously upgraded and the network should be expanded. The bike routes standards should be implemented. Long-term and short-term bicycle parking is also needed to encourage biking as an alternative to driving.

G. Development/Market Trends

Presented below is a brief overview of selected local development and market trends. A more detailed economic and market analysis is presented in Appendix 2, Economic & Market Analysis of Selected Opportunities and Uses.

1. *Hotel/Motel/Resort Development (transient lodging)*

Significant demand appears to exist for transient lodging facilities. This is demonstrated by high rates and occupancies. Smith Travel Research reports that 1996 occupancy for Key West Hotel/motel units was 71.3% with an average daily rate of $120.10.

Future transient lodging development appears to be restricted by moratoriums on transient lodging permits, rate of growth ordinances and lack of available development sites.

2. *Retail Space Development*

Significant demand appears to exist for retail space. This is demonstrated by high lease rates and low availability, especially for prime locations. Rental rates appear to vary significantly due to pedestrian and car traffic counts at the individual locations, as well as the quality and size of individual properties.

According to the local brokerage community the following delineates the range of rental rates for retail properties for the submarkets in Key West:

Lower Duval Street	$75-125/sq. ft./year
Middle Duval Street	$45-75
Upper Duval Street	$18-35
Key West Bight	$12-30
North Roosevelt Blvd.	$16-24

Development may further be restricted in the future through the implementation of housing development linkages (i.e., tie commercial development to affordable housing) and/or moratoriums on commercial development.

3. *Office Space Development*

In general, demand for office space appears to be limited to small professional buildings, typically storefronts along secondary commercial corridors. Otherwise, office demand nodes exist in the North Roosevelt Blvd. sub-market. Two of the major tenants here are state and national banks, whose buildings are more reflective of multi-tenant, low rise, suburban development.

Additionally, no corporate re-location or subsidy programs exist to encourage future corporate growth.

4. *Marine Use Development*

Demand appears to exist for cruise ship facilities. At present, existing Navy facilities are being used as a cruise ship port. Future demand for such facilities may increase, as there appears to be a lack of facilities in the Caribbean capable of handling modern mega-ships. Additionally, this demand may be supplemented by a number of new ships coming on-line with increased passenger capacity.

There also appears to be a demand for public access, recreational marina facilities, as existing marinas are near capacity.

IV. RELEVANT PLANS, REGULATIONS AND STUDIES

A. City of Key West Comprehensive Plan

The City of Key West Comprehensive Plan was written in the early 1990s, and adopted by the City Commission in July 1993, following State-mandated guidelines specified in Ch. 163, Florida Statutes and Section 9J-5, Florida Administrative Code. The Plan is presently undergoing a reevaluation process required by State law, which will result in an Evaluation Appraisal Report (EAR), and changes will be implemented in the Plan to update and improve implementation. However, this process is separate from and running concurrently with the Key West Base Reuse Plan, and will not be completed in time to incorporate its findings in this plan.

The opportunity for redevelopment of properties owned by the Navy within the City's jurisdiction, other than the already accomplished Truman Annex project, had not been contemplated in any detail in 1993, and is not addressed specifically in the Comprehensive Plan. However, the Plan does contain a number of policies that provide guidelines and constraints for development and redevelopment in Key West, which must be addressed by this plan. The following discussion summarizes some of the most salient of these policies.

1. Future Land Use

No zoning categories were applied to any of the properties included in this plan, as military-owned property was not under the City's jurisdiction. However, general objectives provide guidelines for redevelopment activities, such as:

- promotion of appropriate buffers between different types of land uses (policy 1-1.1.2);
- reinforcement and enhancement of residential community appearance (policy 1-1.1.4); and
- directing "efforts to achieve a public and private partnership in improving the image and function of the central commercial core area, including waterfront corridors" (policy 1-1.2.3), particularly relevant to the Mole Pier site.

Policy 1-3.2.6 addresses redevelopment, and specifically identifies the Bahama Village area, which is located very near the Mole Pier site; and the Key West Bight area. Since promulgation of the Comprehensive Plan, both of these areas have had redevelopment plans developed and adopted, and significant progress has been made in implementation. The Base Reuse Plan must be coordinated with these plans, and the considerations addressed can provide guidance for the Navy sites.

The requirement of a building permit allocation system related to hurricane evacuation (policy 1-3.12, cross-referenced to policy 5-1.6.4) has been implemented through development and adoption of an ordinance which limits the number of residential units which can be built in the City, in coordination with a similar ordinance in the County. This is discussed further in Sections III.D and IV.D.

2. Housing

Chapter 3 of the Comprehensive Plan is the Housing Element, which most importantly notes a significant need for affordable housing in Key West, a finding which has been additionally amplified in additional studies. This subject is addressed further in Section II.D., above. The Plan identifies goals; performance criteria and design guidelines; and affordable housing eligibility requirements, both for units and dwelling applicants. It also addresses "elimination of substandard housing conditions and structural and aesthetic improvement of housing" (policy 3.1.2.1), which would be particularly relevant to the Poinciana housing site.

3. Coastal Management, Conservation, Recreation and Open Space

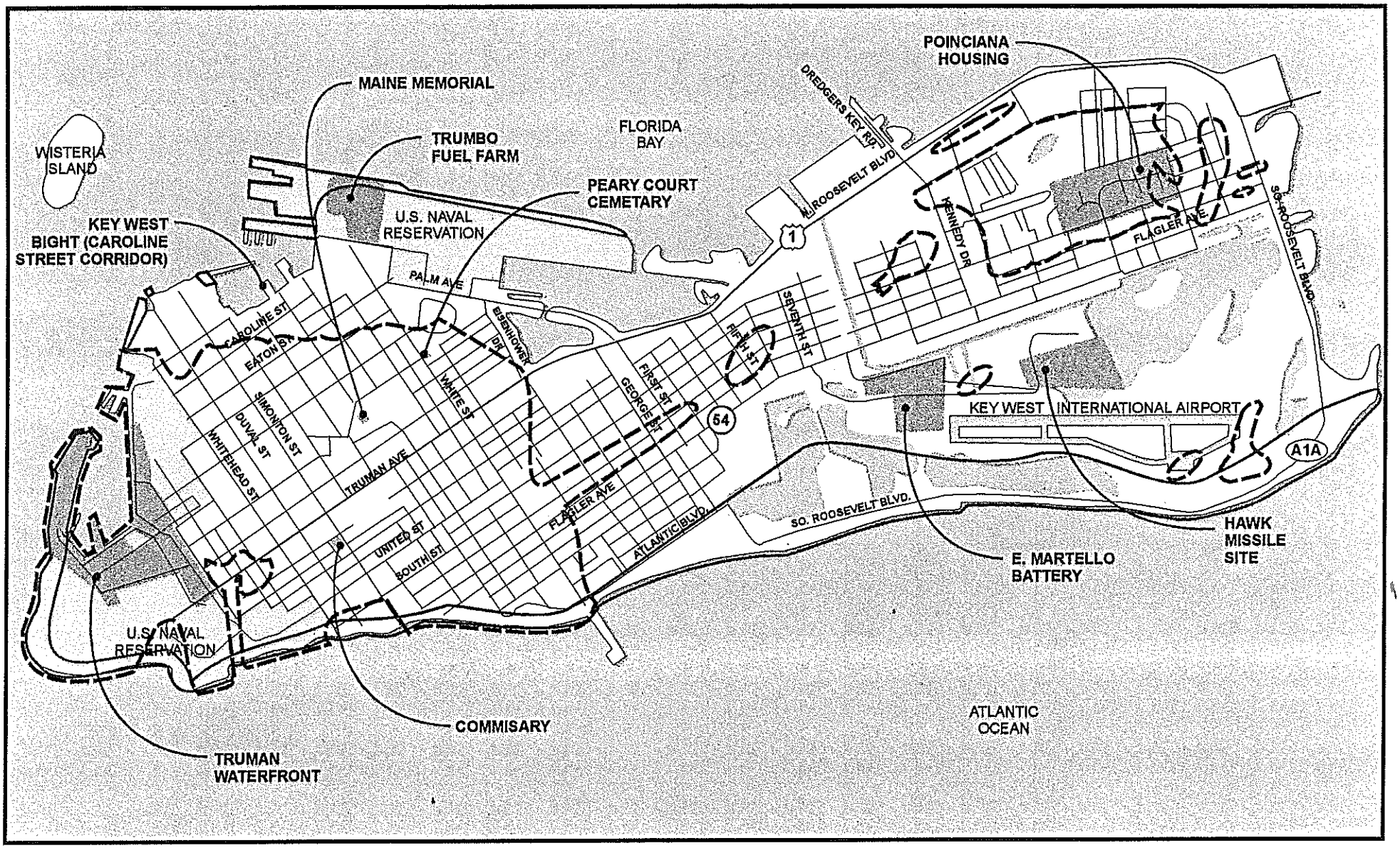
These elements (Chapters 5, 6, and 7, respectively), jointly address issues particularly relevant to the Hawk Missile Site and East Martello Battery, which are near the Key West Salt Ponds and Little Hamaca Park; and also to the Mole Pier area. A number of policies address protection of natural resources, and the City has dedicated extensive efforts toward purchase of property and improvements to the Salt Ponds area around the Airport, and to creation of Little Hamaca Park, in implementation of these objectives. In addition to preservation of resources, these projects have also created recreational and open space amenities for the City, which otherwise is very urban in character.

Policy 5-1.2.1(2) establishes a number of criteria for lands in the coastal high hazard zone, which would apply to the Mole Pier area. These include consideration of marine turtle nesting beaches, which exist on the adjacent Fort Zachary Taylor property; construction practices in the coastal building zone, including limitations within the hurricane storm surge zone (V-zone), which encompasses the Mole Pier itself; and focus on water-dependent uses along the shoreline. Coastal high hazard zones are graphically depicted in Figure IV.A.1, Coastal High Hazard Areas and Hurricane Evacuation Zones. Statutory changes in coastal zone designations adopted since the publication of the 1993 Comprehensive Plan may apply to surplus property sites.

Also contained in the coastal management element (policies 5-1.6 through 5-1.8) is the hurricane evacuation planning procedure, including specific guidelines on limiting growth, and after-hurricane damage assessment methodology and redevelopment.

4. Port Facilities

Chapter 5A is the City's Port Master Plan, which has particular relevance to the Mole Pier area. It identifies economic goals; requires port development and expansion consistency with the Future Land Use, Coastal Management, and Conservation elements of the Plan; addresses site plan review; and coordinates activities with other City, State and federal agencies.



Legend

ELEVATIONS OF LESS THAN FOUR (4) FEET SUBJECT TO FLOODING BY CATEGORY 1 HURRICANE STORM SURGE.

AREAS WITHOUT OUTLINE

ELEVATIONS OF FOUR (4) FEET OR MORE NOT SUBJECT TO FLOODING BY CATEGORY 1 HURRICANE STORM SURGE.

VE ZONE: COASTAL HIGH HAZARD AREA
SOURCE: VE ZONE; FLOOD EMERGENCY RATE MAPS; FEDERAL EMERGENCY MANAGEMENT AGENCY, 1989

Figure IV.A.1
COASTAL HIGH HAZARD AREA

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

SEPTEMBER 1997 SOURCE: CITY OF KEY WEST, DEPARTMENT OF PLANNING, CH2M HILL ENGINEERS, AND MONROE COUNTY EMERGENCY MANAGEMENT

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B. City of Key West Land Development Regulations

The City of Key West Comprehensive Plan, adopted in July 1993, required that land development regulations (LDRs) be written which define specific details of plan implementation. Development of these LDRs has been a lengthy process, and has required close coordination with the Florida Department of Community Affairs (DCA), which is the State agency responsible for oversight of the Key West Area of Critical State Concern (see further discussion under Section IV.D). The City Commission officially adopted new LDRs based on the 1993 plan on June 5, 1997. This document will now be reviewed by DCA, and then submitted to the Governor and Cabinet for final approval. It is expected, due to the high degree of coordination which has taken place, that approval will be forthcoming.

The LDRs provide specific standards and guidelines for all aspects of development within the incorporated area. These include the development review process; allowable densities, intensities, size, and dimensions of land use for all zoning districts; appearance and design criteria; environmental protection, surface water management, tree protection and landscaping standards; parking and sign requirements; and subdivision and planned development procedures.

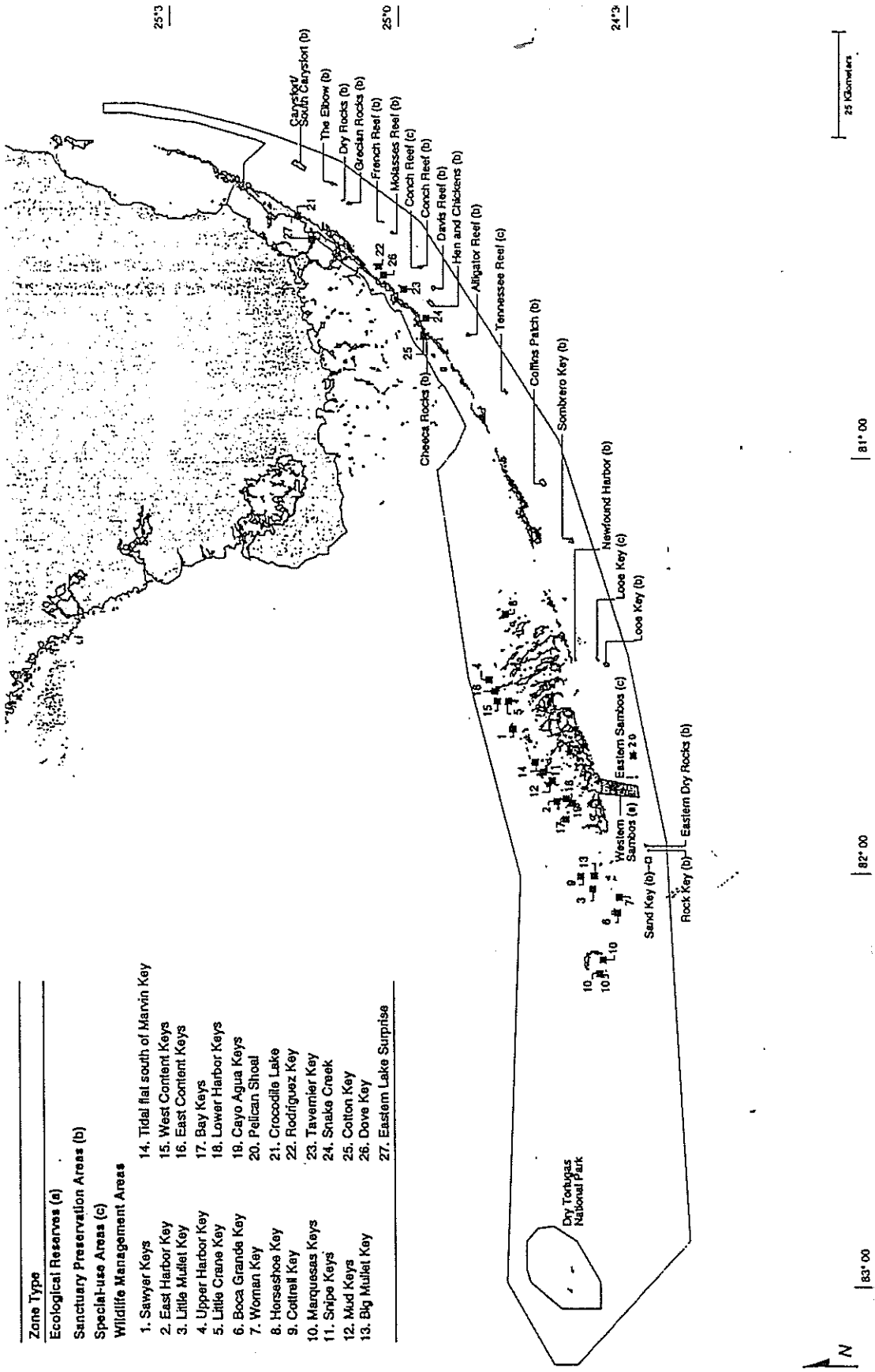
The Navy sites being evaluated in this reuse plan do not presently have zoning district classifications, as they have been outside of the City's jurisdiction. One aspect of this plan will be to recommend specific appropriate zoning categories associated with proposed reuse strategies.

A subject defined in the LDRs which could have particular relevance to the Hawk Missile and East Martello Battery sites is the Transfer of Development Rights (TDR) process (Section 2-5.1). This process provides for transfer of one unit per acre from "sending areas" to "receiving areas." At this time, the only allowed "sending area" is the "environmentally sensitive wetlands located within the South A1A-Atlantic Boulevard corridor, including but not limited to, the salt pond area." Therefore, the wetlands contained within these two reuse sites could be used in this fashion. The only "receiving area" presently defined is the Key West Bight Redevelopment Area.

C. Florida Keys National Marine Sanctuary Final Management Plan

The Florida Keys National Marine Sanctuary, an approximately 2,800 km^2 area of coastal and oceanic waters and submerged lands surrounding the Florida Keys and the Dry Tortugas, was designated by the Florida Keys National Marine Sanctuary and Protection Act of 1990 (FKNMSPA)(see Figure IV.C.1, Florida Keys National Marine Sanctuary). In addition to delineating the boundaries of the marine sanctuary, the Act does the following:

- Requires the National Oceanic and Atmospheric Administration (NOAA) to develop a comprehensive management plan with implementing regulations;
- Prohibits oil drilling and exploration within the Sanctuary;
- Prohibits operation of tank ships or ships greater than 50 meters in the "Area to be Avoided;" and,
- Requires the development and implementation of a water quality protection program.



Legend

Figure IV.C.1
Zoning Plan
FLORIDA KEYS NATIONAL MARINE SANCTUARY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

F:\ LANDPLAN \ KEYWNAS \ GRAPHICS \ FLORIDA KEYS-FIGURE III.C.1.CDR

Final Management Plan

The purpose of the Management Plan is to:

"Ensure the sustainable use of the Keys' marine environment by achieving a balance between comprehensive resource protection and multiple, compatible uses of those resources."

The Management Plan is composed of 10 action plans which provide processes for implementing management strategies. Several action plans are likely to have particular relevance to the Key West Naval Base Reuse Plan: Regulatory, Water Quality, Zoning and Education. These plans are briefly discussed below:

Regulatory Action Plan

The primary purpose of this action plan is to protect, preserve and manage the area's conservation, ecological, recreational, educational, historical and aesthetic resources through the implementation of a comprehensive and coordinated regulatory program. The management strategies contained in this plan are intended to regulate certain activities on either a Sanctuary-wide or zonal basis. The management regulations of this action plan can be grouped into the following categories:

- Boating (impacts to seagrasses and coral reefs);
- Fishing (impact on fisheries);
- Submerged Land Use (i.e.,. dredging);
- Submerged Cultural Resources (i.e.,. disturbance of archaeological/historical resources);
- Recreation (diving impacts on coral reefs); and,
- Zoning (wildlife management areas, ecological reserves, sanctuary preservation areas (reefs), existing management areas, and special-use areas).

Many existing Federal and State conservation laws and regulations either partially or entirely address Sanctuary management regulations.

Water Quality Action Plan

The Water Quality Action Plan describes management strategies proposed to deal with water quality problems in the FKNMS. This plan is relevant to the extent that it outlines the following key threats to water quality within the Sanctuary:

- Florida Bay
- Domestic wastewater
- Stormwater
- Marinas and live-aboards
- Landfills
- Hazardous materials

Direct nutrient loading to surface waters from the Key West wastewater treatment plant is cited as a key water quality issue in Key West. Strategies to address this problem include

the implementation of nutrient reduction technologies, the discontinuance of ocean outfall, and the upgrading of effluent disposal (through deep-well injection, aquifer storage and reuse). Redevelopment in all areas of the City of Key West should be mindful of this problem and seek ways to reduce and properly treat stormwater and domestic wastewater through the use of best management practices.

Zoning Action Plan

The use of temporal and geographic zoning is mandated under Section 7(a)(2) of the FKNMSPA as a resource management tool to protect the biodiversity of the marine environment in the Keys. As noted earlier, five zone designations have been established within the Sanctuary (wildlife management, ecological reserves, sanctuary preservation areas, special use areas, and existing management areas). The City of Key West does not fall within any of these management zones. However, it should be noted that Key West is located within the FKNMS, an Area of Critical State Concern, and an Outstanding Florida Water; as such, it is subject to regulations associated with these designated areas.

Education and Outreach Action Plan

This action plan identifies and describes education and outreach strategies developed between 1988 and 1991 by Sanctuary staff, environmental activists, and citizen groups. Redevelopment of surplus properties at the Key West Naval Air Station represents an opportunity to implement these strategies.

Educating the public about the natural and cultural/historical resources of the marine environment surrounding the Keys is one of the principal mandates of the Florida Keys National Marine Sanctuary and Protection Act. Education and outreach strategies associated with this action plan can be grouped into one of two categories:

1. Community involvement/community program strategies; and,
2. Product development strategies.

A number of educational and outreach efforts are underway at the Key Largo and Looe Key National Marine Sanctuaries and will continue to be implemented through the FKNMS. These efforts are representative of similar educational efforts which could be launched in Key West and throughout the FKNMS. The reuse of surplus facilities at the Key West Naval Air Station could effectively incorporate educational components into the redevelopment plans. Depending on the location and type of facility, certain educational and outreach strategies would be more appropriate than others. Waterside locations, for example, would be suitable for viewing the interaction of the marine resources. Conversely, developed, upland sites would be more appropriate for use as enclosed exhibition and workshop facilities.

D. Florida Area of Critical State Concern

The State Legislature designated the Florida Keys Area of Critical State Concern (ACSC) in 1979, and Key West was included. This legislative designation included a requirement that Key West be removed from critical concern status upon approval by the State Land Planning Agency of the Land Use Element of the Local Government Comprehensive Plan, which occurred in June 1981.

The City was administratively redesignated an ACSC by Chapter 28-36, Florida Administrative Code in February 1984, with revisions in August 1987, based on recommendation of the Keys Resource Planning and Management Committee and the Florida Department of Community Affairs (DCA, now the State Land Planning Agency). Chapter 28-36, FAC, defines the boundary of the Key West ACSC, and provides principles for guiding development which "are the basis for the City of Key West to prepare the Comprehensive Plan and Land Development Regulations" for the City.

1. Principles for Guiding Development

The principles set goals for the planning process, and define some specific parameters for the comprehensive plan, including a maximum net density of one dwelling unit per acre, and a limitation of site alteration to no more than 10 percent of total site size, in environmentally sensitive areas; the submittal and review of a community impact assessment statement for certain types of development; and, guidelines for site alteration regulations. The DCA has review authority over all development orders, and comprehensive plans and amendments, within the ACSC, and makes final recommendations to the Governor and Cabinet for approval, denial, or changes. The principles for guiding development contained in Chapter 28-36 provide the standards by which these reviews are conducted.

2. Hurricane Evacuation and Growth Limitations

While the rest of Monroe County and Key West are presently separate ACSCs, and have separate principles for guiding development and comprehensive plans, the two governmental units must coordinate in the area of hurricane evacuation. The City is required by Ch. 28-36 to develop an evacuation plan "consistent with regional and County plans." Monroe County, in its Comprehensive Plan, has calculated a Countywide evacuation time based on a cumulative driving time per dwelling unit. In 1992, the County then adopted a Rate of Growth Ordinance (ROGO) which allocated future permittable units based on maintaining the total Countywide evacuation time, and this ordinance factored in a specific number of units for Key West.

The 1993 Key West Comprehensive Plan required the City to develop a similar ordinance, which was adopted in 1993. It limits the number of new residential units which can be built through the year 2002.

E. "Importance and Satisfaction Ratings by Recreating Visitors to the Florida Keys/Key West"

In 1996 the National Oceanic and Atmospheric Administration (NOAA) published a study entitled "Importance and Satisfaction Ratings by Recreating Visitors to the Florida Keys/ Key West." This study is the third in a series of reports on visitors to the region. These reports are part of a larger project entitled "Linking the Economy and Environment of the Florida Keys/Florida Bay."

The study contains the results of mailback portions of 1,812 auto, air and cruise ship surveys conducted throughout the Keys during July-August 1995 and January-April 1996. The survey results include visitor ratings of the importance of and satisfaction derived from 25 natural resource attributes, facilities and services. These results provide one tool for gauging public perceptions about the importance of the region's natural resources and the quality of their management.

Based on the winter and summer survey ratings, certain resources and facilities ranked relatively high on the visitor importance scale and relatively low on the visitor satisfaction scale. Management of the following resources and facilities were viewed as lacking, and were grouped accordingly into a "Concentrate Here" category:

- Opportunity to view large wildlife;
- Quality of beaches;
- Shoreline access;
- Designated swimming beach areas;
- Availability of public restrooms; and,
- Value for the price.

One component of the study presented a comparison of current visitor satisfaction ratings with those of respondents who had also visited the region five years prior to the study. A subsample of survey visitors were asked to provide retrospective ratings for 11 of the 25 items presented in the importance-satisfaction analysis. Based on survey responses, visitor satisfaction ratings for the following items appear to have declined significantly over the five year period:

- Clear water;
- Amount of living coral on reefs;
- Opportunity to view large wildlife;
- Uncrowded conditions;
- Shoreline access;
- Parks and specially protected areas; and,
- Value for the price.

Satisfaction ratings of the quality of beaches, service and friendliness of people, and historic preservation showed no significant changes in the five year period. The only item which reflected an improvement in visitor satisfaction was the condition of the roads and streets.

The results of this study underscore the importance of natural resources and recreational facilities for recreating visitors, an important segment of the population which has driven and sustained the local economy in recent years. Redevelopment of base surplus properties should be mindful of the importance visitors attach to these resources and facilities. In particular, reuse plans will need to be sensitive to issues such as shoreline access and the preservation of water quality and aquatic resources.

V. TRUMAN WATERFRONT EXISTING CONDITIONS

A. Site Description

This surplus property consists of approximately 44.9 acres of land (see Figure V.A.1, Aerial Map). The property includes two general areas:

1. Mole Pier (Waterfront Area); and,
2. Truman Waterfront.

The 7.6 acre Mole Pier portion of the property includes the Pier (including breakwater, berthing, wharf, paved roads, and utility infrastructure) and two buildings totaling 1,679 square feet. The 37.3 acre Truman Waterfront portion of the property consists of 10 storage buildings (approximately 74,867 square feet) and nine other structures (approximately 50,000 square feet) including a bomb shelter, dining facilities, a fire station, a port operations building, and Naval Exchange(NEX) Branch.

B. Historical & Cultural Resources

1. Summary of History

Truman Waterfront was created at the western tip of the island by the U.S. Navy and represents the last major filling episode at Key West. Truman Waterfront was filled and the Key West Harbor (as it is now) was made during World War II.

2. Surface and Subsurface Archaeological Testing

The *Draft - Archaeological Survey of Key West Naval Air Station - Monroe County, Florida (1996)* suggests that, with the exception of an area adjacent to Fort Taylor, the Truman Waterfront site is considered to have low potential for containing significant intact archaeological deposits. This is probably a result of the extensive filling that created the parcel.

3. Building Survey

In 1995 the U.S. Army Corps of Engineers completed *An Architectural Inventory - Naval Air Station Key West, Key West, Florida*. The field work conducted in the development of this report located and inventoried all buildings and structures built through 1946 and buildings and structures associated with major historical Cold War Era events. The purpose of the inventory was to evaluate the structures and complexes for their potential listing on the National Register of Historic Places. Summary of the findings for the Truman Waterfront parcel are presented in Table V-B.1. Figure V.B.1 identifies the buildings on the Truman Waterfront parcel. Individual property assessments for the structures listed in Table V-B.1 are included in Section V.G., Individual Property Assessments, Truman Waterfront.

Legend

SITE BOUNDARY

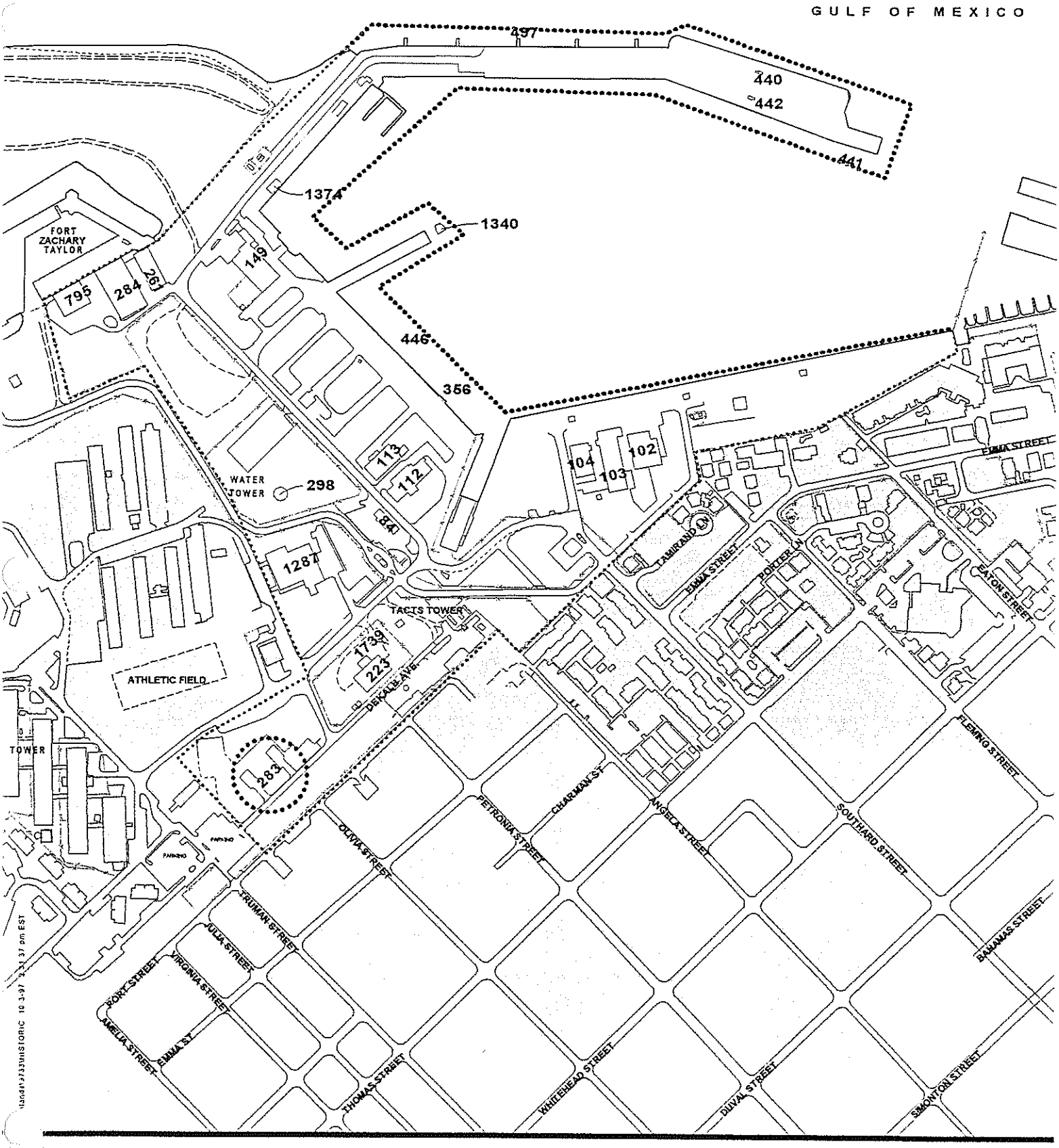
Figure V.A.1
Surplus Property Aerial Map
TRUMAN ANNEX - MOLE PIER
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO - AJAMIL & PARTNERS - INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\TRUMAN-FIGURE IV.A.1.CDR



Legend

PROPOSED EXCESS PROPERTY BOUNDARY (PARTIAL)

ELIGIBLE FOR THE NATIONAL REGISTER OF HISTORIC PLACES

Figure V.B.1
TRUMAN ANNEX
KEY WEST BASE REUSE PLAN
CITY OF KEY WEST

TABLE V.B.1

BUILDINGS AND STRUCTURES AT Truman Waterfront

Building No.	Property Type	Classification	Date	Historic Function	Current Function	Eligible
84	Infrastructure	Building	1941	Storeroom and Small Stores	Navy Exchange Shopper	No
102	Operational Support	Building	1942	Torpedo Overhaul and Storage	Vacant	No
103	Operational Support	Building	1941	Central Power Plant	Vacant	No
104	Operational Support	Building	1941	Battery Overhaul and Storehouse	Vacant	No
112	Storage	Building	1941	Submarine Spare Parts	Administration and Storage	No
113	Storage	Building	1941	Paint and Oil Storehouse	Administration	No
149	Operational Support	Building	1943	Unknown	Firehouse/Port Services	No
223	Operational Support	Building	1942	Equipment Repair	Boat Maintenance	No
261	Storage	Building	1942	Storage	Storehouse/ Hazardous Material	No
Seminole Battery/283	Defense	Battery and Bunker	1989/ 1943	Battery	Storage	Yes
284	Storage	Building	1941	Storehouse	Storehouse	No
Pier 442	Operational Support	Structure	1942	Pier	Pier	No
Pier 497	Operational Support	Structure	1942	Pier	Pier	No

Source: An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995)

4. National Register Eligibility

Based on the findings of *An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995),* two of the sites located on the Truman Waterfront parcel are considered eligible
for listing on the National Register of Historic Places. These sites include: 1) Seminole Battery and Underground Bunker (Building No. 283); and, 2) the Old Quay Wall.

The Seminole Battery and the Underground Bunker were constructed as part of Fort Taylor as a response to the Spanish American War. The Underground Bunker is also thought to have played a role during the Cuban Missile Crisis as fallout shelter/command enter/bunker.

Old Quay Wall, constructed at the turn of the century, is believed to have marked the shoreline at that time. All land west of the wall is artificial and dredging that occurred sometime after the wall was built.

C. Urban Context

1. Urban Context Area

The Truman Waterfront site is in close proximity to the heart of historic Key West: Fort Zachary Taylor is directly west of the site, the thriving commercial area of Duval Street is four blocks to the east, and the streets of Bahama Village, Key West's historic black community, abut the site's eastern perimeter. Although activated waterfront areas are visible from the site (Fort Zachery Taylor to the west and a private marina and hospitality use to the north), access from Truman Waterfront is not physically provided. Adjacent residential areas, both in the upscale Truman Waterfront enclave (built in the 1980's on previously excessed Navy land) and Bahama Village are isolated from the site: roads and houses dead-end against chain link fence. In addition, although thousands of cruise ship passengers arrive for day trips into the city at Mole Pier, their experience of the site is as a passage only. Despite its location near the most vibrant parts of the City, Truman Waterfront is uninhabited; it is near, but not yet meaningfully connected to the civilian world of Key West.

The central access to the Truman Waterfront site is provided from Southard Street, through the previously excessed Navy property which is now developed with single family homes. The focus of the site is on Mole Pier, where periodic cruise ship activity results in strings of conch trains moving visitors in and out of the site. Mega-cruise ships docked on the Outer Mole are visible from almost everywhere in the western part of the city. The remainder of the site is relatively quiet: empty buildings and pavement skirt the waterfront, with the exception of the fire department and a small boat marina in the crook where Mole Pier meets the basin. The vegetated mounds of Seminole Battery rise from empty lots across from Bahama Village, and vacant buildings and land abut the entrance to Fort Zachery Taylor. Not only is Fort Zachery Taylor an historic monument, but it also includes one of the areas only public waterfront parks and swimming areas. Navy housing, apparently under restoration, is located adjacent to the site to the south, and a series of vacant Key West Electric buildings are adjacent to the site where it meets with the north edge of Bahama Village and the south edge of the Truman Waterfront residential enclave. Other adjacent Navy uses include the Key West Memorial Chapel, parking areas, and interior to the site, a microwave tower.

2. *Adjacent Land Uses*

Figure V.C.1, Surrounding Land Uses, illustrates adjacent land uses to the property. These can be characterized as residential, recreational, and vacant land with remnants of the naval base still present.

D. Site Specific Conditions

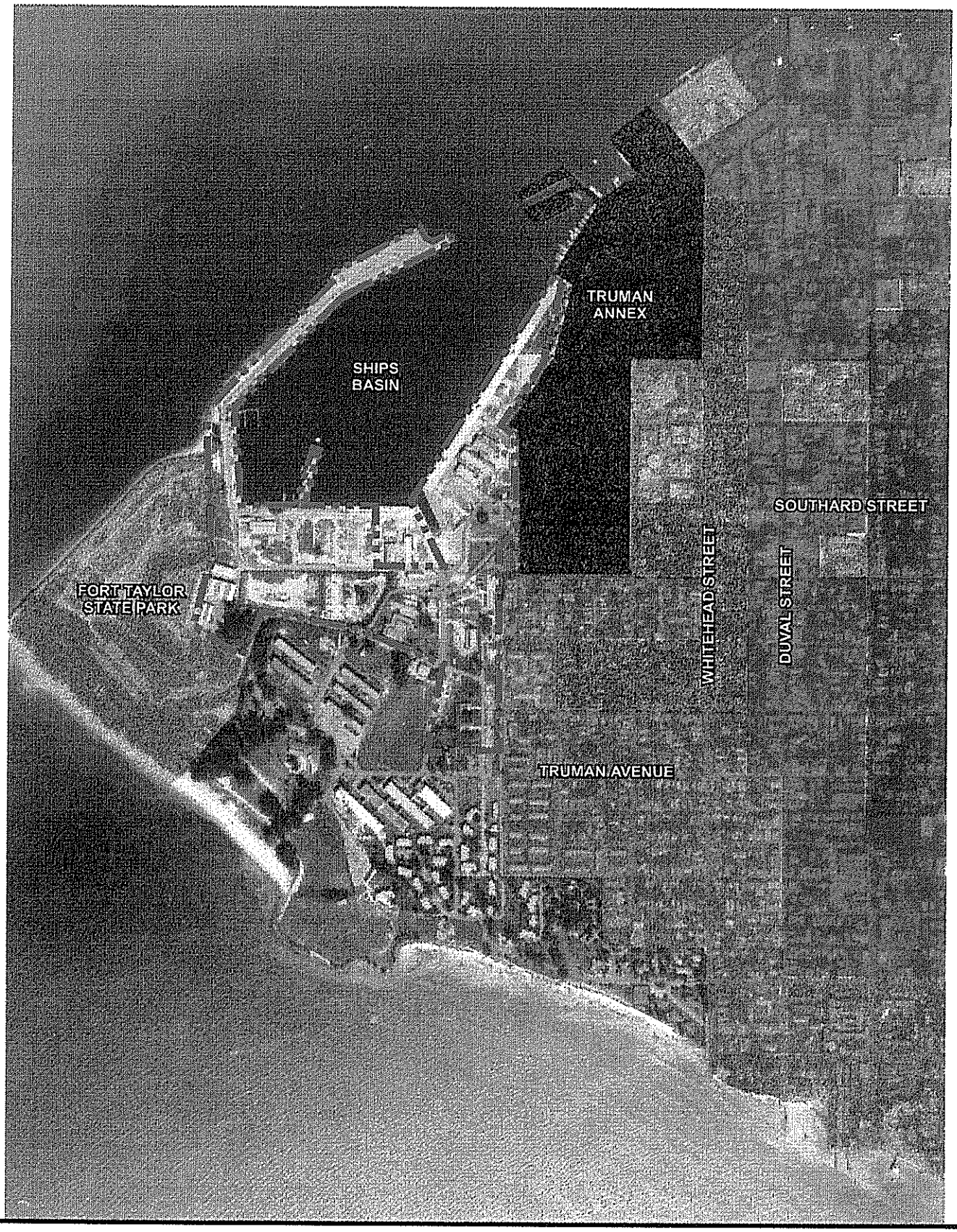
1. *Existing Site Land Uses*

Truman Waterfront is comprised of approximately 37.3 acres, most of which consists of vacant land, several vacant structures, Seminole Battery, and maritime-related uses. The bulkheaded shoreline along the interior of the basin fronts a (-) 32' deep water harbor with connections to the (-)34' federal channel. The northernmost section of the Outer Mole also fronts deep water along the federal channel; however, the southern section of the Outer Mole is faced with a series of groins and rubbly sand which quickly transitions into seagrass beds. This area cannot currently be used for docking. Portions of the bulkhead have undergone major renovation in the last ten years: Mole Pier and the bulkhead running north from the boat ramp. Remaining areas appear to be in various states of dilapidation, with one area near the small boat docking completely lacking a bulkhead. Strong winds and currents are reported to create safe docking concerns for smaller vessels in the basin, with the most protected area where Mole Pier meets the basin. The submerged lands within the site are owned by the State of Florida, and are under a 25 year lease to the Department of the Navy which expires in 2009. The lease includes a clause which allows the sublet of the property with consent of the Board of the Internal Improvement Trust Fund of the State of Florida.

2. *Existing Structures*

The site contains approximately 124,867 square feet of buildings including ten storage buildings of approximately 74,867 square feet; nine other structures including a bomb shelter, enlisted dining facilities, fire station, port operations building, and next branch all within an approximate 50,000 square foot area. There are two principal piers: Mole Pier and Pier 8 within the site, as well as extensive bulkheaded berthing areas and a small craft floating dock marina (see Figure V.D.1, Existing Structures).

Mole Pier has an upland area of 7.6 acres of which four acres are comprised by the pier. There are two buildings totaling 1,679 square feet on the pier. Marine facilities located within Mole Pier itself include a breakwater, berthing wharf, electrical distribution line, sanitary sewer line, waste distribution line, POL pipeline, telephone lines, street lighting, and paved roads. There appears to be an unusually significant amount of interior infrastructure within the pier itself. Much of this infrastructure was constructed as part of a 1986 improvement plan intended to ready the basin for a surface attack fleet.



Legend

- SITE BOUNDARY
- PUBLIC SERVICES
- PLANNED REDEVELOPMENT
- RESIDENTIAL/OFFICE
- NEIGHBORHOOD COMMERCIAL
- TOURIST COMMERCIAL
- RESIDENTIAL/COMMERCIAL CORE
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL

Figure V.C.1
Surrounding Land Uses
TRUMAN ANNEX - MOLE PIER
KEY WEST BASE REUSE PLAN

Not to Scale

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F:\LANDPLAN\KEYWNAS\GRAPHICS\TRUMAN-Figure IV.C.1.CDR

3. *Easements and Rights-of-way*

Proposed access and utility easements are provided in Figure V.D.1. Access easements to the Fort Taylor must be maintained. There is a deed restriction to allow transient navy vessels to use berthing Wharf.

4. *Problems and Opportunities*

The proximity of the Truman Waterfront to the center of the City of Key West offers a strong opportunity to create uses that are complementary to the activities surrounding the site and the economic development needs of the area. (Figure V.D.2, Problems and Opportunities)

Being an operating ship berthing area, the naval constructions (piers and docks) within the site would allow maritime uses, particularly for deeper draft, larger vessels; these uses could be an important economic development generator for the Island. There is an opportunity to create a continuous waterfront along the edge of the basin with potential connections to the center of the city while allowing the possibility of passive recreational uses.

Vacant lands along the east edge of the property and facing Bahama Village offer the potential for creating uses that are complementary to the residential character of Bahama Village. The historic Seminole Battery offers the potential for restoration, and landmark development.

E. Environmental Conditions

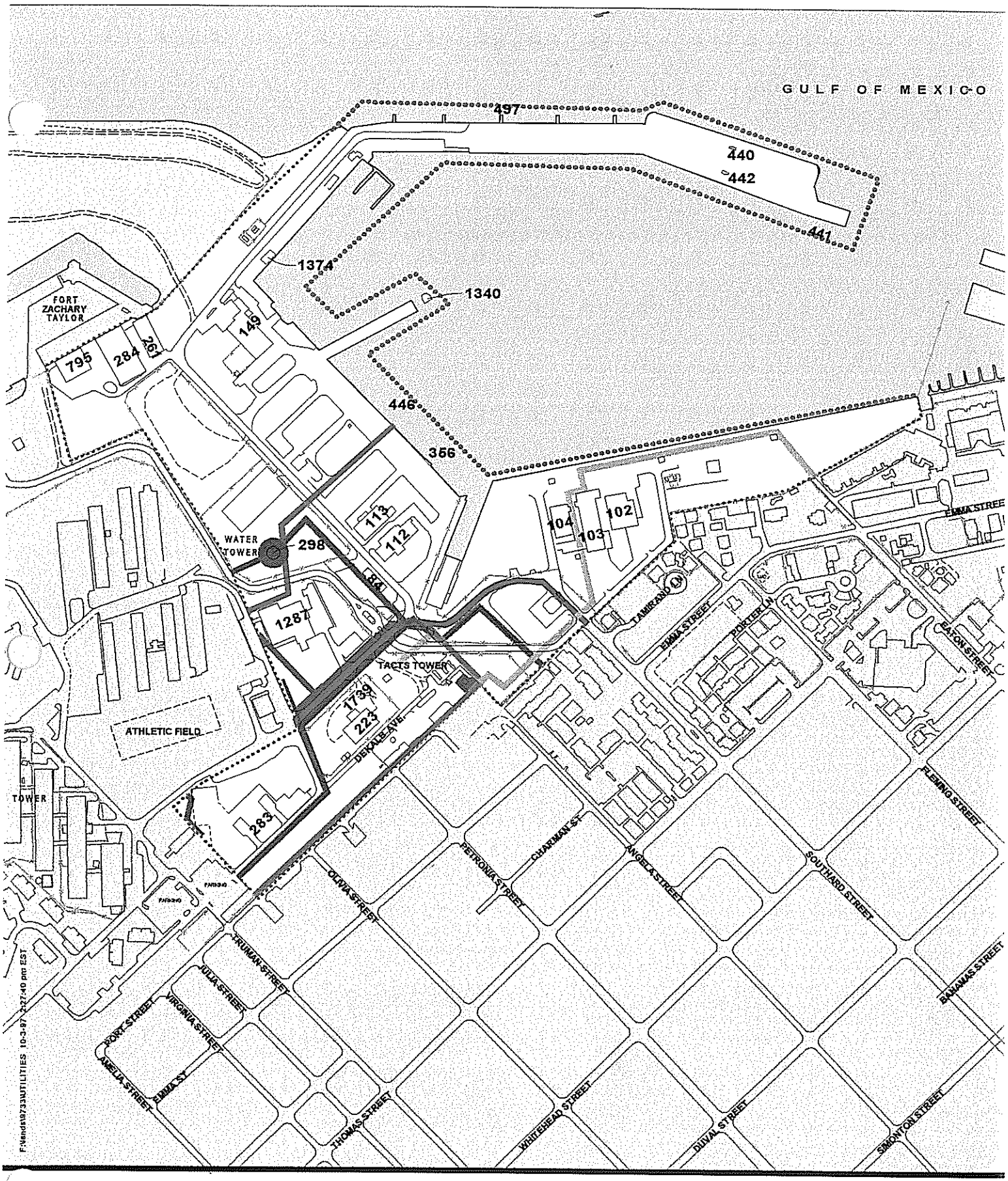
The following report section provides an overview of environmental conditions at the Truman Waterfront Site. This overview includes:

- Characterization of existing natural conditions, including vegetation, wildlife habitat value, protected species and environmental regulatory issues;
- An overview of relevant coastal management issues; and,
- Identification of potential contamination issues.

1. *Natural Conditions*

a. *Ecological Features and Wildlife Habitat*

The Truman Waterfront Site contains marine communities including seagrasses, coral-colonized structures, and barren silty bottom. Natural features and the location of listed species nests at the Truman Waterfront Site are shown in Figure V.E.1, Natural Conditions.



PROPOSED ACCESS ROAD EASEMENT

PROPOSED STORM DRAIN EASEMENT

PROPOSED ELECTRICAL UTILITY EASEMENT

PROPOSED EXCESS PROPERTY BOUNDARY (PARTIAL)

PROPOSED WATER UTILITY EASEMENT

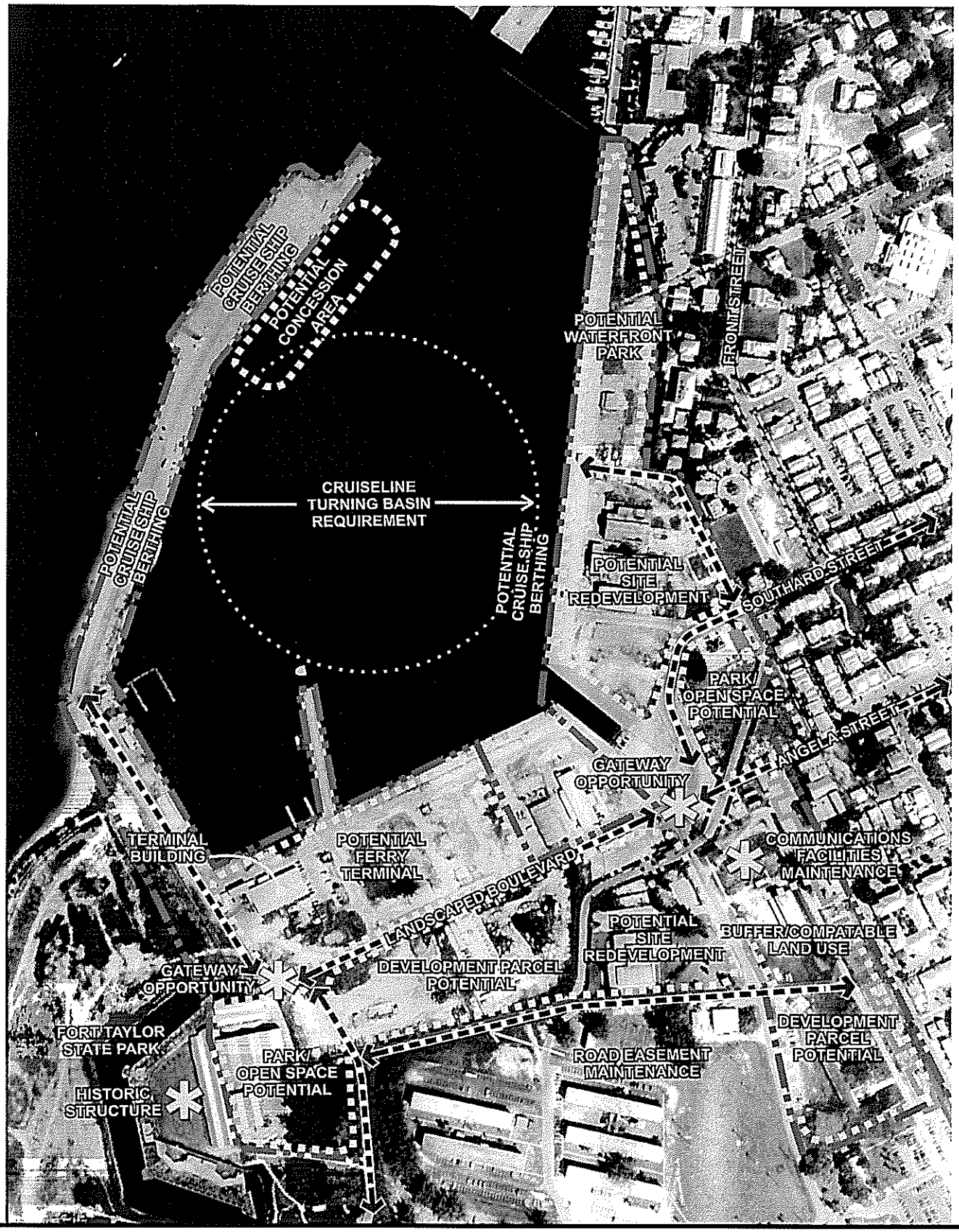
PROPOSED TELEPHONE UTILITY EASEMENT

PROPOSED ELECT AND TELEPHONE UTILITY EASEMENT

Figure V.D.1
Existing Structures & Easements
TRUMAN ANNEX
KEY WEST BASE REUSE PLAN

0 280'
Graphic Scale

BERMELLO AJAMIL & PARTNERS INC.



Legend

- SITE BOUNDARY
- OPEN SPACE
- LOCAL FEATURE
- ACCESS

Figure V.D.2
Problems & Opportunities
TRUMAN ANNEX - MOLE PIER
KEY WEST BASE REUSE PLAN

Not to Scale

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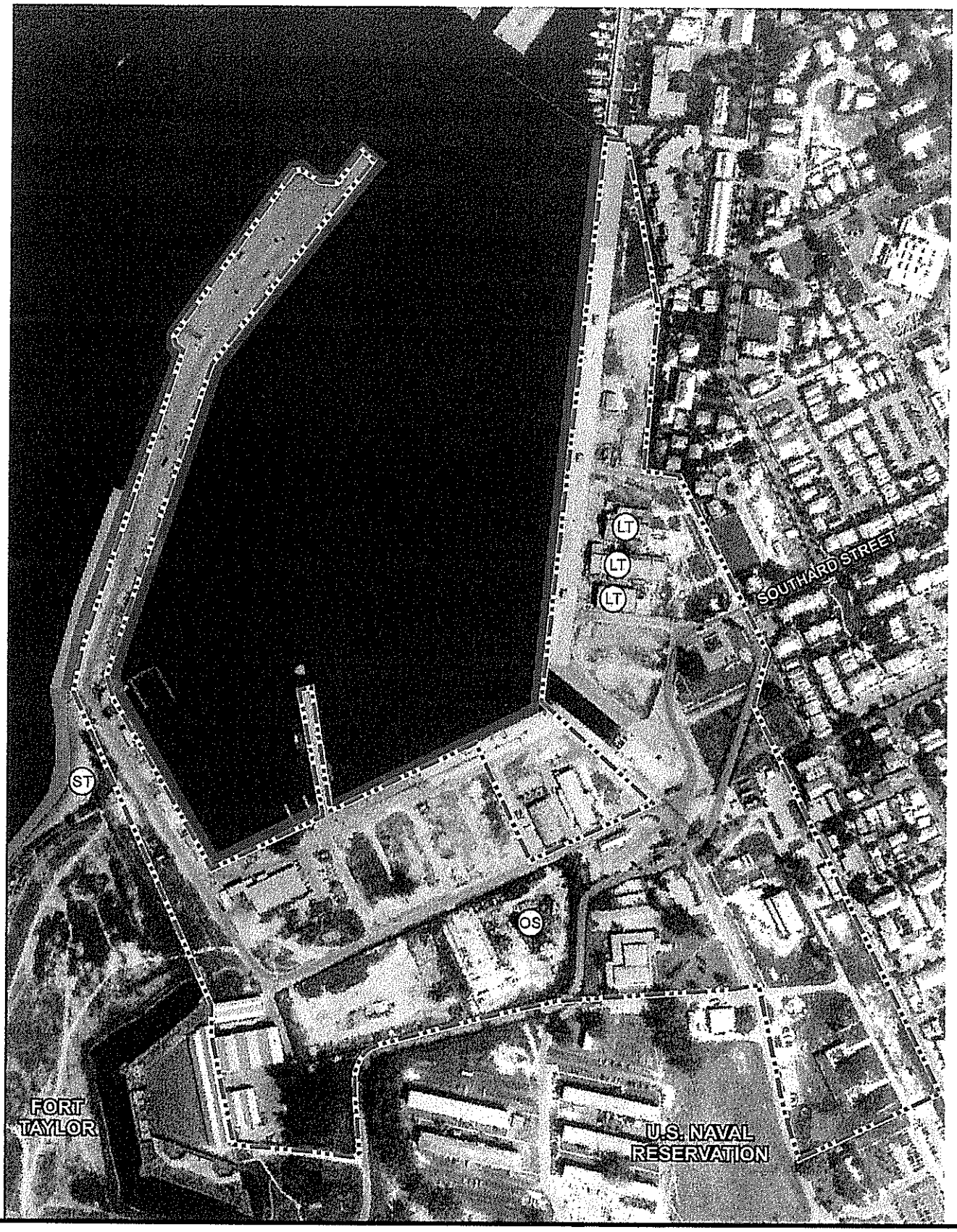


Legend

- SITE BOUNDARY
- AREAS OF CORAL COLONIZATION
- PATCHY MIXED SHOAL & TURTLE GRASS
- TURTLE GRASS
- (LT) LEAST TERN NESTING SITES
- (OS) OSPREY NESTING SITE
- (ST) SEA TURTLE NESTING SITE

March 1998 Source: Fairchild National

Figure V.E.1
Natural Conditions
TRUMAN WATERFRONT
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO - AJAMIL & PARTNERS - INC.

F:\LANDPLAN\KEYWNAS\GRAPHICS\TRUMAN-FIGURE IV.E.1.CDR

Seagrass Beds: Seagrasses at the Truman Waterfront Site occur in shallow sandy areas immediately adjacent to the seaward edge of Mole Pier (see Figure V.E.1). Dense beds of turtle grass (*Thalassia testudinum*) and manatee grass (*Syringodium filiforme*) are located adjacent to the base of Mole Pier. Scattered patches of shoal grass (*Halodule wrightii*) mixed with turtle grass, *Acetabularia* spp. and other green algae are found further to the north adjacent to Mole Pier. Seagrass beds at the Truman Waterfront Site provide habitat for a large number of juvenile reef fishes and invertebrates.

Coral-colonized structures: The seawalls and adjacent concrete and steel debris of the harbor interior support a wide variety of soft and hard corals, tunicates, sponges and other reef-building organisms. These organisms provide habitat for a large number of fish and marine invertebrates. The seawall and other submerged structures on the seaward side of Mole Pier have also been extensively colonized by soft and hard corals and support abundant reef creatures, including many juvenile reef fishes.

Barren Silty Bottom: The majority of the harbor bottom at the Truman Waterfront Site consists of a thick layer of silt. Except for occasional burrowing marine animals, this area provides little or no habitat for plants or animals.

b. Listed Species

Waterways adjacent to the Truman Waterfront Site provide occasional navigation habitat for the West Indian manatee. Truman Beach has been documented as a nesting area for the Federally Threatened loggerhead sea turtle (*Caretta caretta*; U.S. Navy et al., 1996). Other listed species occurring on or near the Truman Waterfront Site include least terns (*Sterna antillarum*) and osprey (*Pandion haliaetus*) (U.S. Navy et al., 1996).

c. Regulatory Issues

Seagrass beds adjacent to Mole Pier are protected as jurisdictional wetlands by federal, state and local regulatory agencies; permits for alteration of these areas will be required. Permits from these agencies may also be required for temporary or permanent impacts to coral communities on man-made structures in the Truman Waterfront.

The Atlantic loggerhead turtle, listed as endangered by the U.S. Fish and Wildlife Service, has been reported to nest on Truman Beach adjacent to Mole Pier. Further, least terns and osprey, both listed for special protection by the Florida Game and Fresh Water Fish Commission, have also been observed nesting on the Truman Waterfront site. Any alterations to these areas must conform to federal and state guidelines for protection of these species.

2. Coastal Management

Mole Pier has been designated as a Coastal High Hazard Area. The remainder of the Truman Waterfront site lies outside the coastal hazard and hurricane evacuation zones.

3. Contamination

The Truman Waterfront has a long history as a United States defense facility. As early as 1823 the Navy occupied a small portion of the west end of Key West. This area was acquired in 1845 to build Fort Zachery Taylor, which provided support and shore defense during the Mexican-American war. Much of the surrounding land was salt ponds, and extensive dredge and fill operations were initiated in 1909 to modify and extend an existing pier and create a turning basin. Finger piers and upland support structures were constructed, and during the 1940's through 1970's submarines were berthed in the turning basin. Most of the building along the quay were used to support the submarines, submarine tenders, and various schools. The majority of the buildings were demolished after 1982. The largest constructed portion of Fort Taylor was transferred to the State of Florida Recreation Department in 1976.

A portion of the property is now under lease by the Navy to the City of Key West to provide periodic berthing and anchorage to cruise ships at the Outer Mole Pier. Other leases have been let sporadically for Pier 8. Building 149 houses Port Services and the Truman Waterfront Fire Stations. Building 794 houses the Police Detachment, which maintains a boat and office at the turn of the Outer Mole Pier. Building 1374 is vacant and unused.

A draft Environmental Baseline Survey (EBS), prepared by the Environmental Detachment Charleston S.C. in 1997, discusses a portion of the site under consideration for lease by the City of Key West. This area generally includes all of Mole Pier and the area adjacent to Pier 8. A comprehensive EBS for the site is not available at this time. The existing EBS notes that a leaking underground storage tank was reported in 1988 and four releases of petroleum products to surface waters were reported between 1989 and 1990. A storage area for used oil and unknown waste is located at Port Services. The fire stations stores and uses small quantities of cleaners, polishers, waxes and paint for maintenance. The Environmental Department at Naval Air Station Key West manages materials operations at Truman Waterfront under its Oil and Hazardous Substances Management Plan. Several above- and below-ground storage tanks are being removed and/or replaced. Fueling and waste oil pipelines may be located under the quay and within the mole pier.

Two above ground tanks are used for dispensing unleaded fuel. Two additional above ground tanks with piping running to the quay were also observed within secondary containment areas located directly adjacent to Building 149. However, these tanks and piping were no longer present during a field visit in 1996. One underground oil/water separated and an overflow receiving tank are located on the outer mole. Fueling lines and waste oil lines have been located in the area since the 1940's. Asbestos-wrapped piping is located in the utility tunnels located within the Outer Mole Pier. Historically, lead-based paint has been used on adjacent buildings. Surface areas where adjacent structures were demolished may include high levels of lead due to past foundry operations and ship/submarine support operations. Polychlorinated biphenyls are suspected to have been released in adjacent areas; however, sampling has not substantiated levels above action limits. Pesticides have been applied in the past. No stressed vegetation or stained areas

were noted during the site inspection.

Adjacent properties include naval properties and former naval property which has been excessed. A significant number of above- and below-ground storage tanks with a history of leaks are, or have been, located on adjacent properties. These sites are in various stages of remediation.

The EBS characterizes the portion of the Truman Waterfront as "Classification 7/Grey," or areas that are not evaluated or require additional evaluation. The EBS states that at this time the parcel is unsuitable for any purpose other than mooring cruise ships and ferry boats to the existing structures designed for that purpose. Fueling lines, waste oil lines, sewer, storm water, and potable water lines run underground throughout the parcel. These lines may not be inactive and possibly have not been properly closed and/or abandoned. Further, surface soils may be contaminated with lead from previous demolitions where the debris was spread over the foundations. Properties in this category will not be considered for transfer until the necessary environmental actions have been taken and the property has been reclassified in accordance with CERCLA and DoD guidance.

F. Transportation

The US 1 corridor (N. Roosevelt Boulevard and Truman Avenue) provides the most direct route to this site from the eastern side of the island. Then Thomas Street connects from Truman Avenue to the site. However, since this corridor is a major route serving several other attractions it is normally congested. Truman Avenue between Eisenhower Drive and Duval Street is designated as physically constrained roadway. The intersection of N. Roosevelt Boulevard and Palm Avenue/ First Street is operating below the level of service standard. Another route to this site from the east side is through N. Roosevelt Boulevard, then Palm Avenue, then Caroline Street and then Whitehead Street to the site. The intersection of Palm Avenue/Eaton Street and White Street is operating below the level of service standard. Both northen routes are served by the existing transit lines. The proposed park-and-ride lots and shuttle bus services are along both routes. The proposed bicycle facility improvements are also along both routes, as per the City of Key West Comprehensive Plan.

Another route from the south side of the City is through S. Roosevelt Boulevard, then Bertha Street, then Flagler Avenue, then White Street, then United Street and then Whitehead Street to the site. The intersection of First Street/Bertha Street and Flagler Avenue is operating below the level of service standard. Bike lanes and bike routes exist along this route. In addition, bicycle facility improvements are proposed along this route, as per the City of Key West Comprehensive Plan. Limited transit service improvement is also proposed along this route. Implementing the proposed transportation improvement discussed before, in section III-F, will make this route as viable alternative to the northen routes.

G. Individual Property Assessments, Truman Waterfront

Individual property assessment for the structures listed in Table V-B.1 are presented in this section.

Appendix IV-B.1

Individual Property Assessments
Truman Annex

as presented in

An Architectural Inventory - Naval Air Station Key West
Key West, Florida, (1995)

Historic Name: Storeroom and Small Stores **Building No. 84**

Physical Description

Building 84 is an example of a warehouse and storage facility (Figure 88, Appendix C). It was built in 1941. Its located between Piers B-442 and B-443. The structure is built on flat terrain, and with a large parking lot to the front. The building is single story and rectangular in form. Building 84 is frame constructed with asbestos single sliding. It is built on a concrete slab foundation. The roof is a gable design with a ridge vent. Tin shingles cover the roof. All windows have been boarded over or sealed with block. An aluminum awning "porch" has been added to the left side which covers the entrance.

Statement of Significance

Building 84 is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide warehouse and storage facilities in support of the war effort during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 84 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 84 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 84 is not considered eligible for the National Register of Historic Places.

Historic Name: Pier **Structure No. 442**

Physical Description

Structure B-442 falls within the infrastructural facilities category (Figure 110, Appendix C). This structure was built *circa* 1942. It is constructed from cast/poured concrete and sits on piers of undetermined material and size.

Statement of Significance

This structure is associated with the World War II construction era. It is linked with the operation of the base and, therefore, relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any particular event during Truman Annex's World War II period of significance, but the structure, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

This structure relates directly to the historic context and falls within the World War II period of significance established for Truman Annex. However, the structure does not possess historical associations that are particularly significant. This structure lacks distinction as an architectural or engineering form or type and does not display particularly noteworthy craftsmanship. This structure is not considered eligible for the National Register of Historic Places.

Historic Name: Storehouse **Building No. 284**

Physical Description

Building 284 is an example of a warehouse and storage facility (Figure 105, Appendix C). It was built in 1941 and is located adjacent to Fort Zachary Taylor. The building is built on flat terrain, with parking lots and driveways surrounding it. The building is single story and rectangular in form. Building 284 is wood framed constructed and skinned with corrugated sheetmetal. It rests on a concrete slab. The roof is gabled and covered with corrugated sheetmetal. The windows are metal framed jalousied with 9 lights. Two gable vents are present in the front gable. It is currently used for storage.

Statement of Significance

Building 284 is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide warehouse and storage facilities in support of the war effort during World War II. This building is associated with submarine warfare during World War II. It relates contextually to Truman Annex, 1941-1945. This building was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 284 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 284 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 284 is not considered eligible for the National Register of Historic Places.

Historic Name: Storage **Building No. 261**

Physical Description

Building 261 is an example of a warehouse and storage facility (Figure 103, Appendix C). The P-164 list the building as being built in 1941. The original structure appears to have been replaced by Butler type building. It is located near Fort Zachary Taylor. The structure is built on flat terrain, with a parking lot surrounding it. The building is single story and rectangular in form. Building 261 is frame constructed and has recently had metal siding placed on it. The structure rest on a concrete slab. The roof is double gabled and covered with corrugated sheetmetal. No windows are present. It is currently used for storage.

Statement of Significance

This structure is modern and has no historic significance.

Assessment For National Register Eligibility

Building 261 is not considered eligible for the National Register of Historic Places.

Historic Name: Equipment Repair **Building No. 223**

Physical Description

Building 223 is an example of a operation support facility (Figure 98, Appendix C). It was constructed in 1942. It is located on DeKalb Avenue. It is built on flat terrain with a large open parking area. The building is rectangular in form and is wood framed constructed. The exterior shows signs of the use of concrete block, stucco and plywood indicating additions to the structure. It sits on a concrete slab. The original windows have been replaced with solid pane sliding windows. It is currently used for boat maintenance.

Statement of Significance

This building is one of the historic resources associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide facilities to support the war effort during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 223 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 223 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 223 is not considered eligible for the National Register of Historic Places.

Historic Name: Storage **Building No. 189**

Physical Description

Building 189 is an example of a warehouse and storage facility (Figure 97, Appendix C). It was built in 1941 and is located near Pier B-443. The structure is built on flat terrain with a large parking lot surrounding it. The building is single story and rectangular in form. Building 189 is constructed from concrete block faced with a thin stucco and built on a concrete slab. The roof is gabled and covered with composite shingles. The original windows have been removed. It appears an addition has been added to the right side of the building. It is currently used for storage.

Statement of Significance

Building 189 is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide warehouse and storage facilities in support of the war effort during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 189 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 189 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 189 is not considered eligible for the National Register of Historic Places.

Historic Name: Unknown **Building No. 149**

Physical Description

Building 149 is an example of a operation support facility (Figure 95, Appendix C). It was constructed in 1943 and is within the vicinity of Piers B-442 and B-443. It is built on flat terrain with a paved parking lot surrounding the building. The building is rectangular in form and is constructed of concrete block sitting on a concrete slab. The structural framing is unknown but may be similar to Buildings 102 and 103--composed of concrete girders, beams and columns. A slightly pitched roof with a built-up tar and gravel coverer is present. A thin stucco covers the exterior walls. The original windows have been replaced with modern aluminum framed solid pane double sash windows. This structure is currently used as a firehouse.

Statement of Significance

This building is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide facilities to support the war effort during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Trumah Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 149 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 149 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 149 is not considered eligible for the National Register of Historic Places.

Historic Name: Paint and Oil Storage **Building No. 113**

Physical Description

Building 113 is an example of a warehouse and storage facility (Figure 93, Appendix C). It was built in 1941 and is located near Pier B-443. The structure is built on flat terrain with a large parking lot surrounding it. A thin strip of lawn is present in the front. The building is single story and rectangular in form. Building 113 is constructed from concrete block faced with a thin stucco and built on a concrete slab. The roof is of a built-up flat tar and gravel covered design. The original windows have been replaced with aluminum framed double hung sash solid pane windows. It is currently used for administrative purposes.

Statement of Significance

Building 113 is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide warehouse and storage facilities in support of the war effort during World War II. This structure is associated with submarine warfare during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 113 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 113 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 113 is not considered eligible for the National Register of Historic Places.

Historic Name: Submarine Spare Parts **Building No. 112**

Physical Description

Building 112 is an example of a warehouse and storage facility (Figure 92, Appendix C). It was built in 1941 and is located near Pier B-443. The structure is built on flat terrain with a large parking lot surrounding it. The building is single story and irregular in form. Building 112 is constructed from concrete block faced with a thin stucco and built on a concrete slab. The roof is of a built-up gabled tar and gravel covered design. The original windows have been replaced with aluminum framed double sash 6/6 windows. It appears two additions have been added to the left side and front of the building. It is currently used for administrative and storage purposes.

Statement of Significance

Building 112 is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide warehouse and storage facilities in support of the war effort during World War II. This structure is associated with submarine warfare during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 112 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 112 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 112 is not considered eligible for the National Register of Historic Places.

Historic Name: Battery Overhaul and Storehouse **Building No. 104**

Physical Description

Building 104 is an example of a operation support facility (Figure 91, Appendix C). It was constructed in 1941 and is within the vicinity of Pier B-443. It is built on flat terrain with a paved parking lot surrounding the building. It faces the Gulf of Mexico. The building is rectangular in form and is constructed of concrete block sitting on a concrete slab. The structural framing is composed of concrete girders, beams and columns. These supports are spelling exposing decaying rebar. The flat roof has multi-levels with a monitor vent. A thin stucco covers the exterior walls. The original windows have been enclosed and are no longer operational. This structure is vacant at this time.

Statement of Significance

This building is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide facilities to support the war effort during World War II. This structure is associated with submarine warfare during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 104 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 104 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 104 is not considered eligible for the National Register of Historic Places.

Historic Name: Torpedo Overhaul and Storage **Building No. 102**

Physical Description

Building 102 is an example of a operation support facility (Figure 89, Appendix C). It was constructed in 1942 and is within the vicinity of Pier B-443. It is built on flat terrain with a paved parking lot surrounding the building. It faces the Gulf of Mexico. The building is rectangular in form and is constructed of concrete block sitting on a concrete slab. The structural framing is composed of concrete girders, beams and columns. The flat roof has multilevels with a monitory vent. A thin stucco covers the exterior walls. The original windows have been enclosed and are no longer operational. The concrete supports are spelling exposing decaying rebar. This structure is vacant and in poor condition.

Statement of Significance

This building is associated with the World War II construction era. The building's construction is linked with the Navy's effort to provide facilities to support the war effort during World War II. This structure is associated with submarine warfare during World War II. It relates contextually to Truman Annex, 1941-1945. This structure was not directly associated with any major historical events during Truman Annex's World War II period of significance, but the building, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Building 102 relates directly to the historic context and falls within the period of significance for World War II established for Truman Annex. However, the building does not possess historical associations that are particularly significant. Building 102 lacks distinction as an architectural form or type and does not display particularly noteworthy craftsmanship. Building 102 is not considered eligible for the National Register of Historic Places.

Historic Name: Fuel Storage Tank **Structure Nos. D-1 - D-6**

Physical Description

Structures D-1 through D-6 falls within the infrastructual facilities category (Figure 83, Appendix C). They were built in 1942. They are bounded by Whiting and Mustin Avenues. The round shaped tanks are covered with earth providing a mound appearance. They currently serve as diesel storage tanks. They are surrounded by other and similar structures.

Statement of Significance

These six structures are associated with the World War II construction era. Their construction is linked with the operation of ships and airplanes and, therefore, relates contextually to Trumbo Point, 1941-1945. These structures are not directly associated with any particular event during Trumbo Point's World War II periods of significance, but the structures, like many others, played a supportive role in the day-to-day functions of the Station.

Assessment for National Register Eligibility

Structures D-1 through D-6 relate directly to the historic context and falls within the World War II period of significance established for Trumbo Point: However, the structures do not possess historical associations that are particularly significant. These structures lack distinction as an architectural form or type and do not display particularly noteworthy craftsmanship. They are not considered eligible for the National Register of Historic Places.

Historic Name: Aviation Fuel Storage

Structure Nos. D-15, 16, 17 and 18
D-21, D-22 and D-23

Physical Description

These structures fall within the infrastructural facilities category (Figure 84, Appendix C). They consist of pipe lines and pumps. They were built in 1942. They are bounded by Whiting and Mustin Avenues. The round shaped tanks are covered with earth providing a mound appearance. They currently serve as aviation fuel storage tanks. They are surrounded by other and similar structures.

Statement of Significance

These four structures are associated with the World War II construction era. Their construction is linked with the operation of ships and airplanes and, therefore, relate contextually to Trumbo Point, 1941-1945. These structures are not directly associated with any particular event during Trumbo Point's World War II period of significance, but the structures, like many others played a supportive role in the day-to-day functions of the Station.

Assessment For National Register Eligibility

Structures D-15,16,17,18,21,22 and 23 relate directly to the historic context and falls within the World War II period of significance established for Trumbo Point. However, the structures do not possess historical associations that are particularly significant. These structures lack distinction as an architectural form or type and do not display particularly noteworthy craftsmanship. They are not considered eligible for the National Register of Historic Places.

VI. TRUMAN WATERFRONT REUSE PLAN

A. Land Use Plan

The concept plan for the Truman Waterfront surplus property is presented in Figure VI.1, Concept Plan. This plan is a synthesis of ideas and design concepts generated through the public involvement process, an analysis of site opportunities and constraints, and a review of previous community planning efforts for the area.

The guiding principles of the plan are continuity and flexibility. Emphasis is placed on extending the Bahama Village into the property and strengthening the existing community through improved circulation systems. This must be accomplished without sacrificing any potential economic opportunities. Therefore, the proposed land use designations, while generally dividing the site into a village component and a harborside, mixed-use element, have been crafted so as not to impede future economic development, which remains an essential mandate of this process. The plan's key organizing elements and uses are highlighted in the following section.

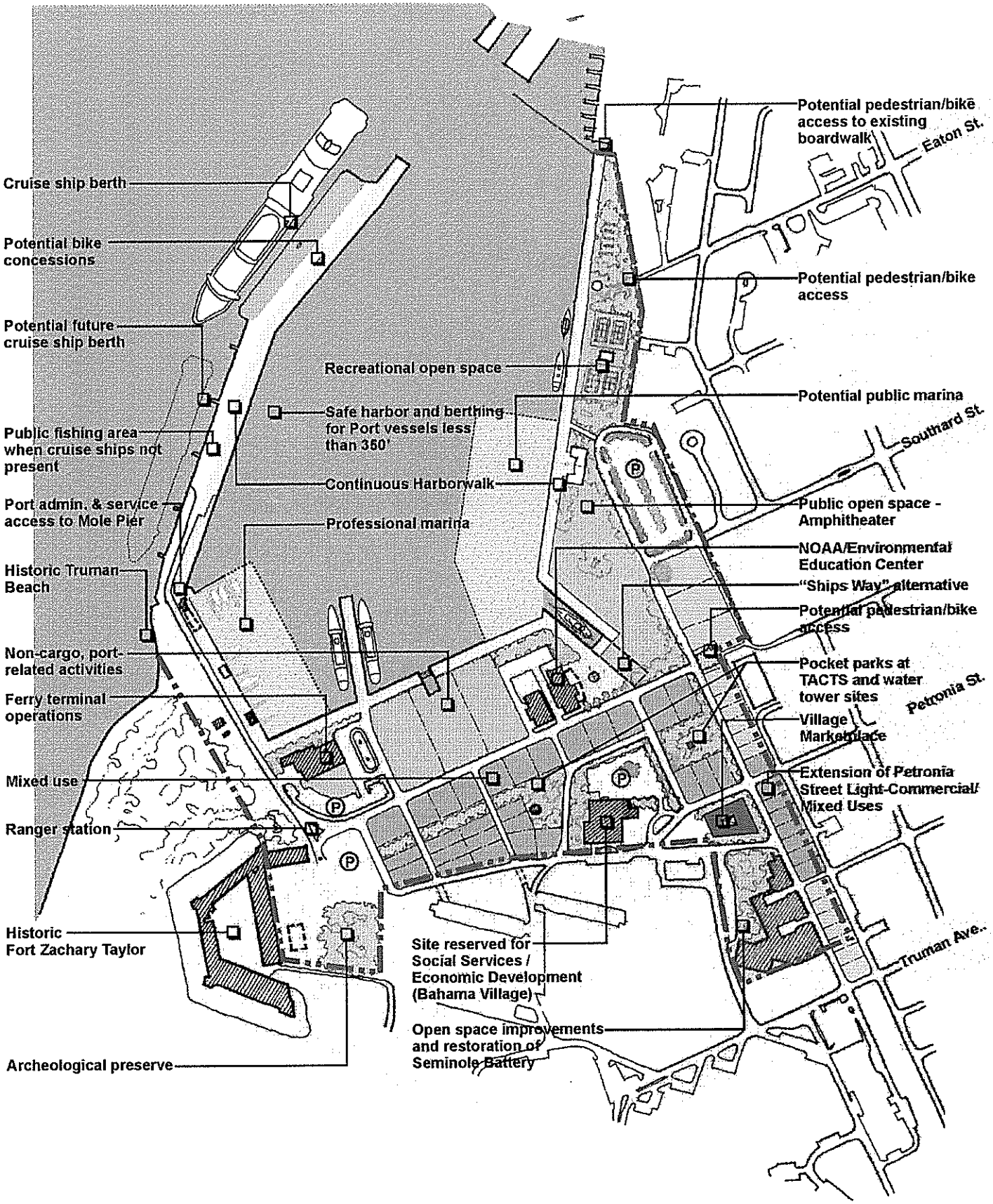
1. Recreation and open space areas linked through multimodal green ways and view corridors

A large open space and recreation park is shown for the northwestern portion of the site, between the existing Truman Waterfront residential community and the eastern quay wall. This area offers dramatic views of the waterfront; tennis, bocce, and other dedicated sports areas; community gardens; and, open areas for field sports or passive recreation. An amphitheater could be developed at the center of this open area for public gatherings, outdoor theater and concerts, or a series of other uses. To encourage activation of the park and prevent the park from having a "dead end", several ingress/egress points should be developed along the northern end to provide pedestrian and bicycle access. Possible connections could include a continuation of Eaton Street and a harbor walk connection over Commodore Slip. An area for parking is provided north of the terminus of Southard Street.

A public marina facility is envisioned for the southern portion of the basin adjacent to this large park. A mega-yacht berthing area would be designated for the northern portion of the eastern quay wall, a small boat facility, protected from wind and wave action by a breakwater, would be located to the south. These uses would help further activate the park and provide mooring facilities for Key West. The existing boat launch could be modified as a slip for large visiting boats or research vessels.

A second large open space and recreation area is envisioned for the area around the historic Seminole Battery. Uses for this and surrounding open space areas to the north could be tailored to meet the neighborhood recreational needs of the Bahama Village. Smaller pocket parks at the TACTS tower, the water tower, and the archeological preserve at Ft. Zachary Taylor are contemplated. Once the Navy changes its utility service The water tower will be abandoned, and possibly demolished. If required to serve as an alternate site for the proposed amphitheater, the proposed open space area around the Seminole Battery may need to be reconfigured.

Each of these open space and recreation facilities would be linked together by a network of landscaped green ways. One green way is programmed to run along



Legend

SITE BOUNDARY

(P) PARKING

Figure VI.1
Concept Plan
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO - AJAMIL & PARTNERS - INC.

Dekalb Avenue, connecting the waterfront and park area to TACTS tower park, the Bahama Village marketplace, and Seminole Battery.

2. *Uninterrupted public access to the waterfront through a wide promenade, along the full length of the harbor*

Designed for use by pedestrians, cyclists, in-line skaters, and other recreation enthusiasts, the Truman Waterfront promenade would connect cruise operations on Mole Pier, Ft. Zachary Taylor, passenger ferry operations, the federal interagency visitor center, and recreation and open space areas. Ideally, the Truman waterfront promenade would be linked at the Commodores Slip (northwest corner of the site) through to the existing harbor walk that extends from the Hilton Hotel to the Key West Bight. Landscaping and hardscape treatments, pavilions, and lighting elements would all be incorporated into design of the promenade to create a diverse, safe, multi-use recreation facility.

3. *Affordable housing, neighborhood retail, and social service uses as an extension of the neighborhood fabric of Bahama Village*

The past, present and future of Bahama Village and the Truman Waterfront property are closely linked. A central theme of the plan is to remove the perceived boundary between the two areas and create a continuous transition between uses and neighborhoods.

The Truman Waterfront property presents an opportunity to assist the City of Key West in meeting a portion of the demand for affordable housing. An area of low- and medium-density housing is designated along the eastern edge of the Truman Waterfront property, leading from Truman Avenue to Southard Street. Housing would be similar in type and style to that found in historic Key West. Housing and mixed uses are along a new landscaped boulevard at the center of the property and the southern boundary of the site. Housing in these areas could be developed to meet Key West's affordability thresholds.

Light commercial retail areas are programed as an extension of the commercial uses on Petronia Street. These uses would culminate at a village marketplace, an idea first contemplated in the *Bahama Village Neighborhood Charrette*. Offering Caribbean-inspired shopping, dining, and entertainment, the village marketplace is envisioned as an activity center with appeal to both the Bahama Village community and area visitors especially cruise passengers from Mole Pier.

A multi-use center providing a variety of social services and economic development enterprises for Bahama Village and other Key West residents is programmed for the Enlisted Dining Facility, Building #1287. Services provided at this facility could include job training, community meeting and education programs, day care, weekend church worship services, and others.

4. *Educational and historical activity nodes*

The creation of diverse, lively points of interest (activity nodes) was an important community and design team objective. These nodes serve as activators within the Truman Waterfront property, drawing area residents and visitors to the site. Reviewed individually, the impact of each of these nodes is likely to be small; the net effect of these uses, however, may be fairly significant. One such area is the Bahama Village marketplace. Others include

enhanced Fort Zachary Taylor and Seminole Battery historic properties and the creation of a visitor center and administration offices for the National Oceanic and Atmospheric Administration (NOAA) and other agencies.

Under this plan, Fort Zachary Taylor is restored and expanded into a major site amenity and destination. The historic entrance to Fort Zachary Taylor is restored through demolition of two adjacent Navy excessed buildings, #795 and #284. The northernmost building, #261, is modified to house related uses, including a museum, artifact storage, and administration office. The entrance to the park as well as the Ranger Station will be relocated, and a new parking area is provided northeast of the Fort. The properties east of the Fort are dedicated as an archeological preserve.

The Seminole Battery, located in the southern portion of the site adjacent to Bahama Village, is also restored and preserved under this plan. As advocated in the *Bahama Village Neighborhood Charrette*, the Seminole Battery and adjacent site could be used as a central starting point for tours of Bahama Village. The underground bunker portion of Seminole Battery could also be developed into a war memorial and museum, depicting Key West's military history and the roles its citizens have played.

Two Navy excessed buildings, #112 and #113, -- which are adjacent to the boat launch at the nexus of the eastern and southern quay walls -- would be reused and expanded to house a federal interagency visitor center and administrative offices for NOAA, the U.S. Fish and Wildlife Service, the National Park Service and other agencies. The facilities would serve as single location for persons interested in obtaining information or learning about the natural and cultural resources of the Florida Keys. These facilities would front a plaza to the east and a new landscaped boulevard to the south. Research vessels and boats offering tours to environmental areas could be moored within a new public marina contemplated for the portion of the basin north of the center.

5. Expanded use of portions of the Truman Waterfront property for port activities

As a deepwater port, Truman Waterfront affords the City a unique opportunity to expand maritime related activities as well as continue its role as a port of emergency for ships at sea. Mole Pier and the Truman basin are planned to provide for a diverse number of cruise, ferry, and other vessels. Responding to concerns by residents and community leaders, the plan does not include containerized or general cargo operations.

Under this plan, Mole Pier becomes the central focus of Port of Key West activities. The ability of the Port to provide an additional cruise ship berthing position along the central portion of the outer Mole is preserved under this plan. The north outer Mole will continue to serve as a berth for calling cruise ships. A shaded public transportation pick-up/drop-off area as well as small area for a visitor information kiosk and bike concessions could be developed for the central portion of the north mole.

Berthing areas for port vessels, including tugs and pilot boats, as well as for visiting ships under 350 to 400 feet -- the largest vessels that can be safely navigated into the Truman Waterfront basin -- are provided along the inner north and central portion of Mole Pier and the northern portion of the western quay wall.

Passenger ferry operations are programmed for the southern portion of the Truman Waterfront basin. Through use of the existing pier that extends from the southern quay wall, two passenger ferries can be accommodated simultaneously. Ferry ticketing, luggage, and support requirements are provided through modification and reuse of the existing navy building (#149) located along the southwest corner of the basin. A small parking and bus and taxi drop-off is programmed for ferry terminal facility along the southern and eastern sides of the building.

Port administration functions would be located in an expanded facility at the southern end of the Mole. Location of these uses in this area allow for port administration functions to be proximate to the majority of port activities. To meet U.S. Customs and U.S. Coast Guard safety regulations, a secure access point to Mole Pier would also be developed at this point. Public access to Mole Pier would occur unimpeded when a cruise vessel is not berthed at the outer mole.

The port would also administer an area located along the southern quay wall that could be leased for light- and medium-industrial marine uses, such as boat and skiff manufacture, customizing of boats, repair, dry dock, boat storage, riggings, chandlery, and other activities. Bare-boat charter operations may also be feasible on this site.

6. Multiple ingress/egress points into the Truman Waterfront property

Uses proposed for the Truman Waterfront property will generate vehicular traffic. Their impact to adjacent communities, however, will be distributed over several ingress/egress points, including Southard Street, Petronia Street, Olivia Street and Truman Avenue. Angela Street will be opened to pedestrian and bicycle access only. Traffic associated with cruise activities can be routed along Petronia Street, giving increased visibility to Bahama Village and its retailers. Traffic can be moved north-south along an improved Dekalb Avenue, which would feed traffic to the northern portion of the site and to a new landscaped boulevard that would service uses along the southern quay wall. Sidewalks and on-street parking is envisioned for residential and mixed use areas in the southern portion of the site.

B. Proposed Zoning

1. Land Development Regulations

The purpose of this section is to identify the land use designation for the individual blocks comprising the Truman Waterfront redevelopment parcel. The Truman Waterfront is adjacent to several important districts including; the Old Town Historic District; Bahama Village; Truman Annex Development; and, Fort Zachary Taylor. Development of the Truman Waterfront will have an impact on these adjacent areas and, therefore, will require a regulatory framework to ensure that the redevelopment reflects the form, function, image and ambiance of the vicinity.

Review of the City of Key West Comprehensive Plan and Land Development Regulations revealed that the types of uses, image and ambiance requested by the community in the public workshops and important to maintain and enhance adjacent areas could be accomplished using existing land use designations. The zoning proposed for the Truman Waterfront are shown in Figure VI.2, Proposed Zoning, and discussed below.

2. *Limited Commercial District (CL)*

This designation has been applied to the "market place" adjacent to Bahama Village, south of the extension of Petronia Street. This designation restricts activities within the limited commercial district to shops catering to the following markets: neighborhood residential markets within the immediate vicinity as opposed to City-wide or regional markets; specialized markets with customized market demands; or, tourist oriented markets in the immediate vicinity. The CL district accommodates limited commercial land uses with maximum gross floor area not exceeding 5000 square feet.

Uses which are not accommodated within the limited commercial area include the following: large scale discount stores; wholesale and warehousing activities; sales, service or repair of motor vehicles, machine equipment or accessory parts, including tire and battery shops; automotive service centers; and fast food establishments primarily serving disposable containers and/or providing drive-in or drive-through facilities. In addition, the CL designation does not accommodate transient residential uses, including motels or hotels and conversions from permanent residential use to transient residential use.

3. *Historic Neighborhood Commercial District (HNC)*

The light retail area adjacent to the "village market" and the mixed use area south of the extension of Angela Street are proposed to be designated Historic Neighborhood Commercial (HNC). The plan also recommends the portion of Petronia Street extending from the HNC designated land at the intersection of Emma and Petronia Streets to the eastern boundary of the Truman Waterfront also be designated HNC. The purpose of this proposal is create a similar type of use and intensity to enhance the interface between the Waterfront and Bahama Village.

Policy 1-2.3.5 of the Comprehensive Plan describes the HNC designation as intended to accommodate both residential and neighborhood commercial uses. The designation also allows single family and multi-family residential activities.

The HNC has sub-categories which are tailored to a specific geographic area. The profile of the HNC-2 sub-category is most appropriate for the Truman Waterfront because unlike other HNC districts, it does not allow transient living accommodations. The HNC-2 designation also reflects the "fine-grained" urban design initiative requested by the public in the workshops. This initiative is reflected, for example, by the fact that, in addition to the residential uses described above, the HNC-2 district is restricted to small offices, neighborhood shops, restaurants with very limited seating, or other commercial uses similar in character to traditional neighborhood commercial services which have very limited square footage and generate low volumes of traffic. Uses permitted in the district include:

- Single/Two family Residential Dwellings
- Multiple Family Residential Dwellings
- Group Homes with ≤ 6 Residents
- Places of Worship
- Business and Professional Offices
- Commercial Retail Low Intensity ≤ 2,500sf
- Medical Services
- Parking Lots and Facilities

- Veterinary Medical Services, Without Outside Kennels

Conditional uses in the HNC-2 include:

- Group Homes with 7 to 14 Residents
- Cultural and Civic Activities
- Educational Institutions and Day Care
- Nursing Homes, Rest & Convalescent Homes
- Parks and Recreation, Active and Passive
- Protective Services
- Public and Private Utilities
- Commercial Retail Low Intensity > 2,500sf ≤ 5,000sf
- Restaurants, Excluding Drive-through

4. Historic Residential Commercial Core District - Truman Waterfront (HRCC-4)

This designation represents a new category not found in the Comprehensive Plan or Land Development Regulations. The areas encompassed by this designation include: the marine light industrial area located on the south quay; the ferry terminal; and, Mole Pier. Depending on how the property is conveyed from the Navy to the LRA, the Public Service category may be more appropriate for the Ferry Terminal and Mole Pier.

Generally the HRCC districts are designed to provide a management framework for preserving the nature, character, and quality of the historic commercial and residential development. The HRCC-4 category would allow, for example, light industrial and warehouse operations, service and repair establishments, light manufacturing, terminal operations, port operations, cruise ship berthing, marinas, parks and recreation, and equipment rentals.

5. Historic Public and Semi-Public Services District (HPS)

The HPS designation is proposed for the park/open space along the east quay, the NOAA/environmental education center, the Seminole Battery, and the area to be made part of Fort Zachary Taylor. This designation is the historic district equivalent of the Public Service (PS) designation which includes uses such as recreation, schools, public and semi-public lands.

Conditional uses allowed in this designation include: cemeteries; public and private utilities. Cultural facilities; Marinas; and protective services.

6. Historic Medium Density Residential District (HMDR)

The HMDR land use designation is proposed for the residential area adjacent to Bahama Village and the Truman Annex planned unit development. This designation is consistent and compatible with the adjacent designations which are HMDR in the Bahama Village area and Historic Planned Redevelopment and Development (HPRD) in the Truman Annex development.

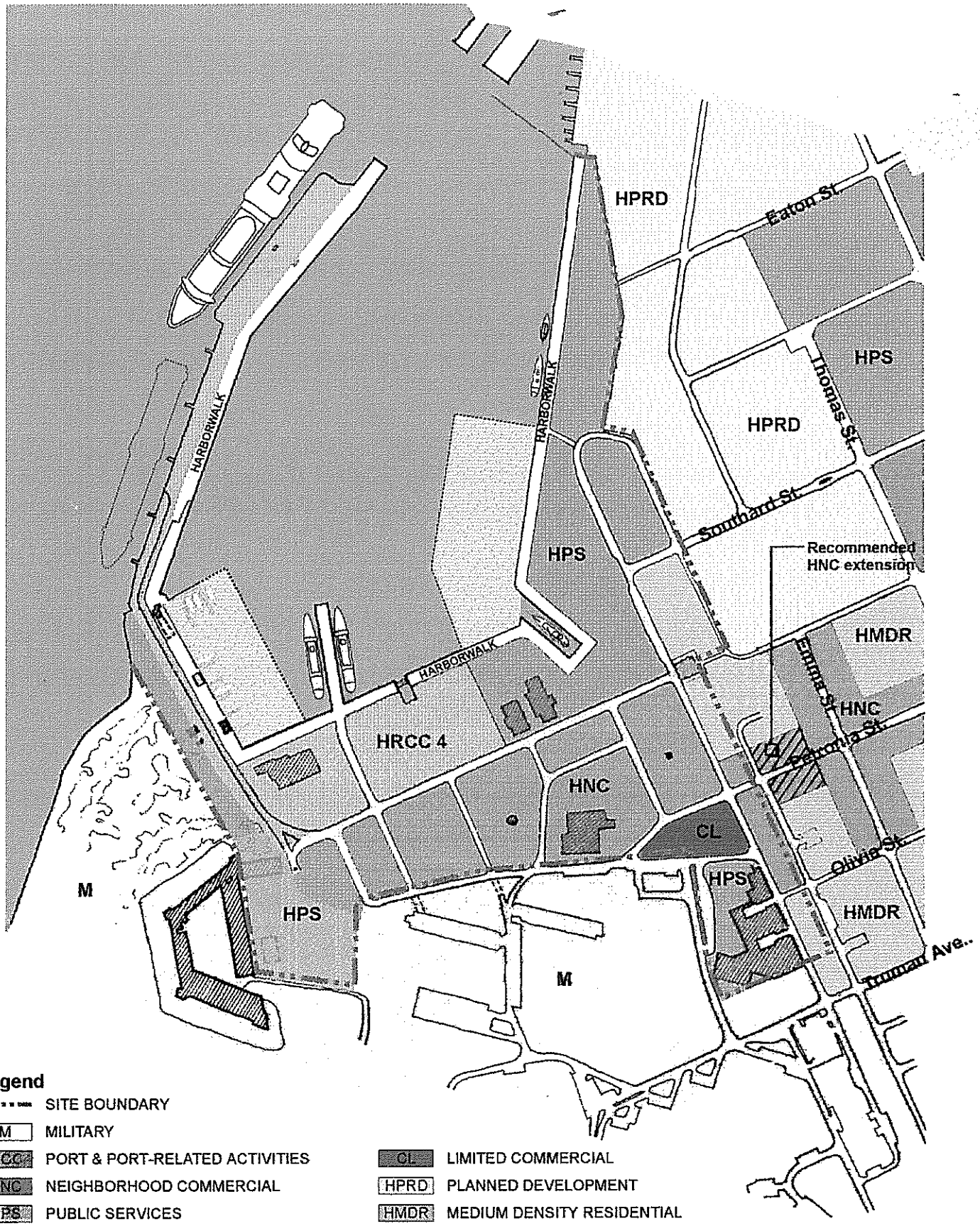
The designation of land use category is intended to provide a management framework to allow the proper development of the Truman Waterfront while preserving the residential

character and historic quality of the medium density residential areas within Old Town.

The HMDR district allows historic Old Town medium density residential development for permanent residents, including single family, duplex, and multiple family residential structures.

This area does not accommodate transient residential uses, including guest homes, motels or hotels. Similarly, the area does not accommodate commercial office, retail, or other commercial uses. Permitted uses include:

- Single/Two Family Residential Dwellings
- Multiple Family Residential Dwellings
- Group Homes with ≤ 6 Residents



Legend

- SITE BOUNDARY
- M — MILITARY
- HRCC — PORT & PORT-RELATED ACTIVITIES
- HNC — NEIGHBORHOOD COMMERCIAL
- HPS — PUBLIC SERVICES
- CL — LIMITED COMMERCIAL
- HPRD — PLANNED DEVELOPMENT
- HMDR — MEDIUM DENSITY RESIDENTIAL

Figure VI.2
Proposed Zoning
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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C. Design Guidelines

1. *Intent*

The design guidelines are meant to integrate the proposed Truman Waterfront district with the existing adjacent uses including Bahama Village, the Truman Annex Development and Fort Zachary Taylor. The neighborhood patterns of the Bahama Village and Truman Annex Development will be extended over time into the areas designated HNC or HRMD on the proposed Land Use Plan. For those portions of the plan that lie outside the proposed village extension and within the PS or Port-related land use categories, steps must be taken to ensure that all site improvements or development be compatible with the surrounding context and the island's traditional architectural character.

2. *Background*

Key West's architectural legacy, especially from the nineteenth century, is one of generally homogeneous and conservative vernacular adaptations of Classical Revival, and to a lesser extent, Victorian styles. At the same time, the latter part of this century has seen the City's social fabric diversify to an extraordinary degree, which is in fact a principal part of the island's charm. The resulting tension between urban consistency and social diversity helps give Key West a truly unique character.

Whereas the old town is largely comprised of a collection of simple, though decorative, well-proportioned, homes of great dignity, the *Bahama Village* is actually more varied stylistically and is, somewhat disrupted by a number of well-intentioned but ultimately cumbersome "housing projects" of the last generation.

The other area bordering the site is the *Truman Annex planned unit development*, whose aesthetic regulations help to reinforce the socio-economic homogeneity of its residents. Although very pleasant as a haven from the more unrestricted parts of town, its controlled nature would be an inappropriate model for the development of Truman Waterfront (see Figure VI.3 - Neighborhood Photos, Photo A). Of greater relevance is the degree to which stylistically diverse structures co-exist in the Bahama Village today (see Figure VI.3 - Neighborhood Photos, Photo B). More important than architectural expression is the buildings' scale, height, bulk, and relationship to the street. The consistency of these elements goes a long way toward establishing a strong urban framework and maintaining enough "order" to preserve the essential *tension* previously described.

3. *Tools and Guidelines*

The most effective tools for controlling the visual impact of new structures is the application of the existing Land Development Regulation's historic land use designations to the site, and the requirement that site plans and buildings be reviewed by the Historic Architectural Review Commission (HARC). The Concept Plan indicates the desired character of the various blocks by means of parcel size. Figure VI.4, Parcel Sizes, further illustrates how the fine grained, village could be maintained.

Neighborhood Photos, Photo A

Neighborhood Photos, Photo B

Figure VI.3
Neighborhood Photos
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

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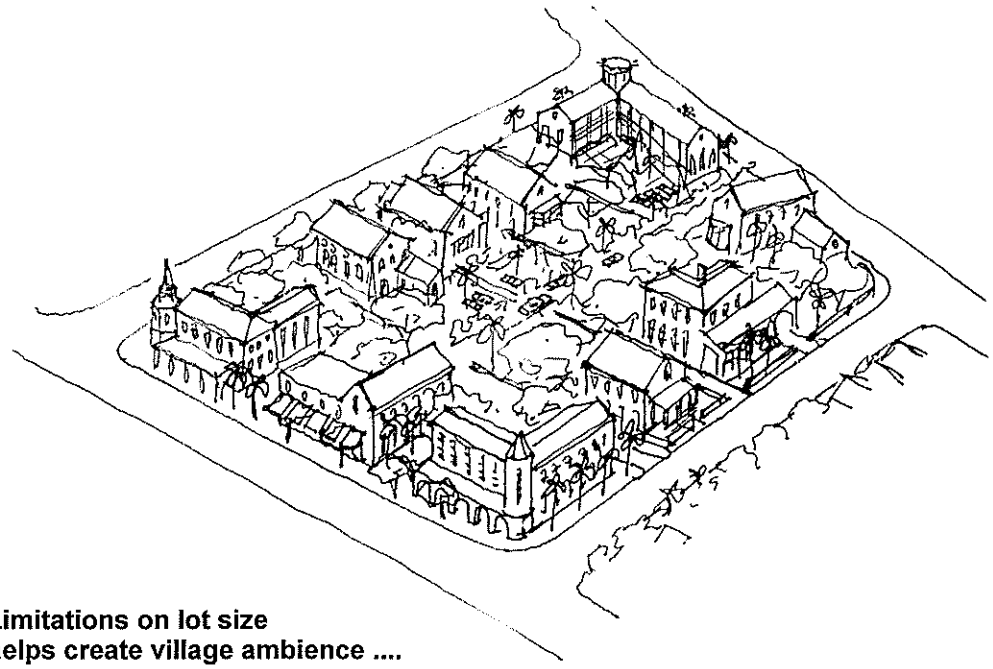

Limitations on lot size helps create village ambience ....

.... whereas allowing substantial assemblages can result in pleasant un-village-like growth pattern.

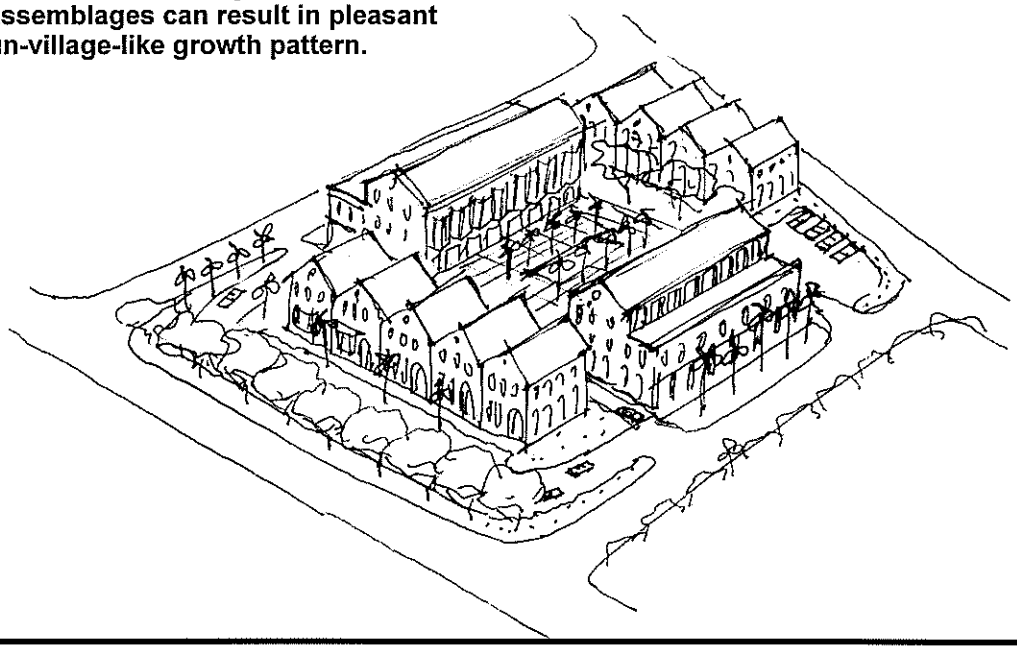

Figure VI.4
Parcel Sizes
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

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As to stylistic guidelines, it is best to allow freedom of expression within the constraints imposed by land development regulations and by tradition. For example, front porches and second floor verandahs are ubiquitous on the island yet there is no legislation mandating their presence. Tradition, as well as logical response to climate argue to preserve this architectural feature.

It is not the intent of this report to favor, say, double-hung, wood windows, over metal awning types; or tin roofs instead of shingled ones yet there are two elements, however, which require certain prescriptions in order to maintain the overall harmony of the neighborhood: streetscapes, including layout, width, lighting, furniture, and vegetation; and the adaptive reuse of existing structures. Figures VI.5, Village Street Section, and Figure VI.6, Neighborhood Commercial Street Section, synthesize concerns relating to both individual buildings and public right-of-ways. It is important that bicycle paths be incorporated in the larger streets , such as Petronia and the Angela Street extension.

The reuse of existing facilities is most sensitive in the case of Building #1287, the former Dining Hall, which is situated in what will become a small-scale village neighborhood. Buildings #112 and 113 (NOAA / Environmental Ed. Center) and #149 (Ferry Terminal) lie outside the confines of the village and are therefore less sensitive. In any event, future architects will have to contend with the aesthetic shortcomings of these bland, sterile structures, as public and quasi-public institutions seek to adapt them for new purposes.

As indicated in the Proposed Zoning section of this report, the recommended land use designations are based on the historic preservation categories because the development of the waterfront will have an impact on the adjacent Historic District. To ensure appropriate implementation of development it is recommended that all development on the waterfront parcel be required to be reviewed by the City's HARC, in addition to the Planning Board. This way the design guideline standards of HARC will be part of the final design.

4. Design Objectives

Buildings

Some general objectives to incorporate when renovating or designing new facilities:

- *Good Site Planning.* All building design must take into account the natural features of the site and incorporate good site planning principles.

- *Design Excellence.* Good design principles and sound construction techniques are more important than style. Compatibility with adjacent structures should receive the highest consideration. Passive and active energy conservation measures should be encouraged.

- *Longevity.* Much of Key West's tourist appeal stems from its historic architecture. New buildings should continue the tradition of permanence.

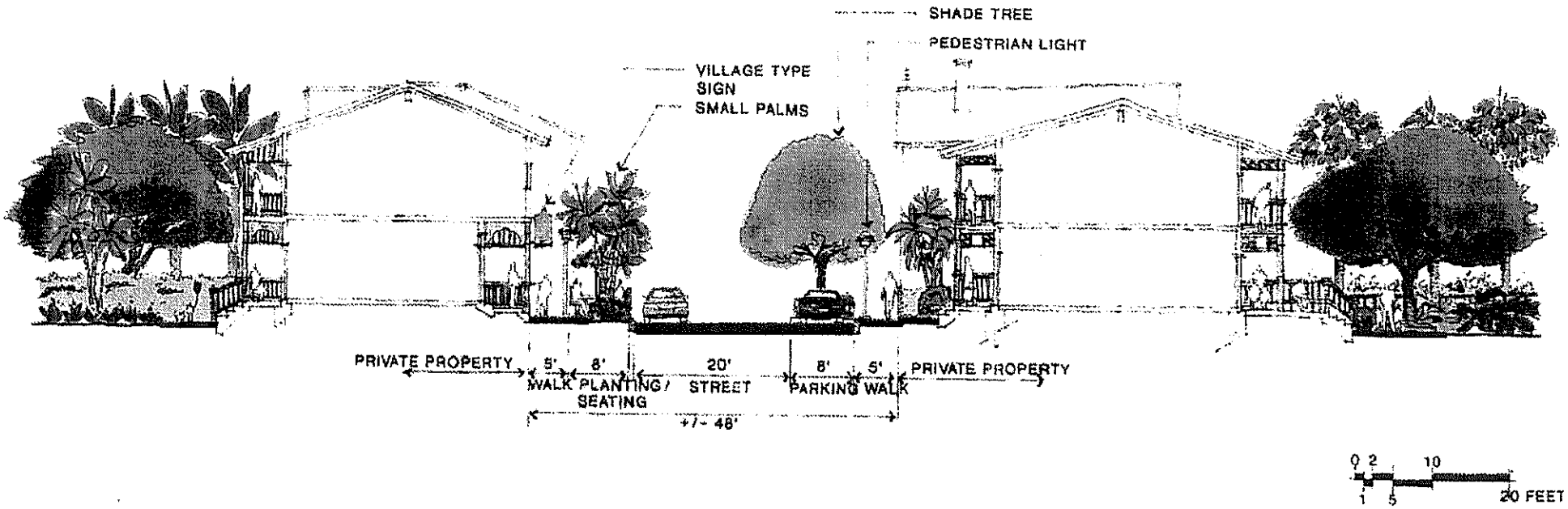

Figure VI.5
Village Street Section
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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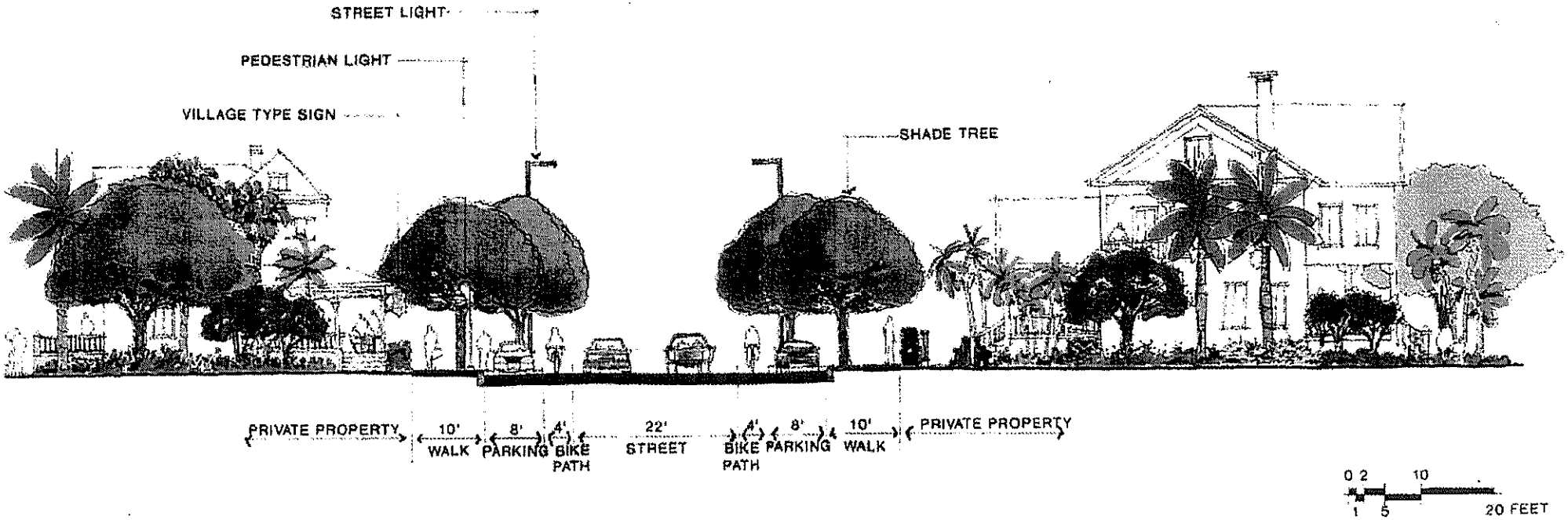

Figure VI.6
Neighborhood Commercial Street Section
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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Additional considerations when planning around existing development include:

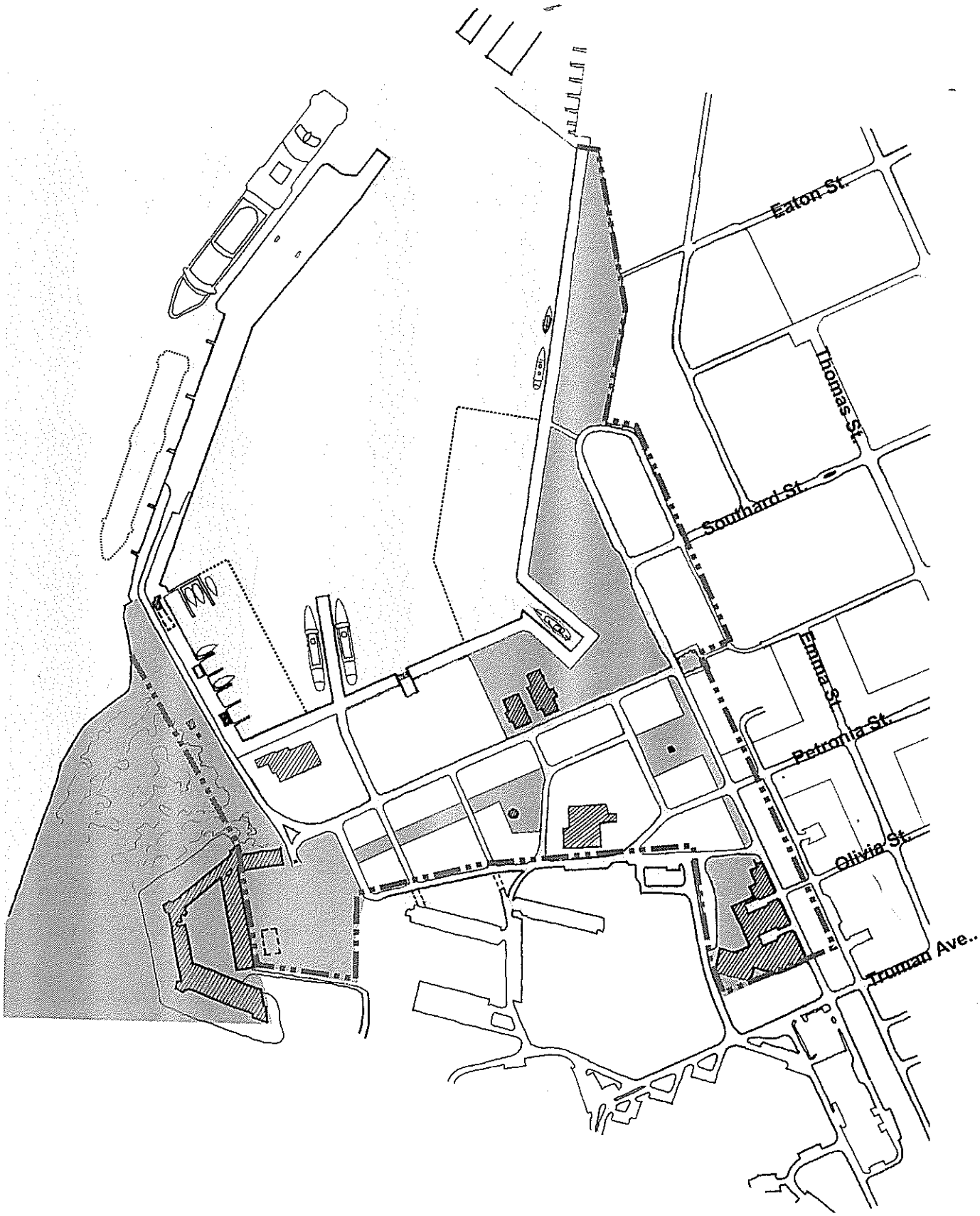
- *Old road systems or parking lots* which are outdated or do not conform to the proposed use should be removed to accommodate the new site system.
- *Existing buildings* adjacent to a proposed use should be reviewed for possible exterior remodeling such that they be compatible with surrounding development.
- *Existing walkway systems* should be adapted, wherever possible, to function well with the proposed plan.

Landscape and Open Space

The guiding principal for parks and open space is that of integration and continuity. At a much more modest scale than F.L.Olmstead's "emerald necklace", in Boston, the concept is identical: to unite the various site components by means of a continuous greenbelt which changes character over the course of its length (see Figure VI.7, Proposed Open Space).

The open space plan is focused on three areas: the Seminole Battery; a proposed waterfront park / recreational space along the east quay; and the expanded Fort Taylor state park. Two linear open space elements of differing characters unite these three main spaces. The green link along DeKalb Avenue between the Battery and the waterfront park is intended to be the more formal of the two, with neatly marching rows of trees and a broad, straight sidewalk. The second green "finger" is more informal and meandering - slicing through mid-blocks and along the way, expanding into pocket parks to accommodate the TACTS and water towers. The main purpose for these greenways is to provide an attractive alternative network for pedestrians, cyclists, and other recreation enthusiasts.

Perhaps the single most important open space amenity is the continuous Harborwalk. Nearly one mile in length (including the portion on the outer Mole) and thirty to forty feet in width, this linear park will fill an enormous need in Key West for public waterfront access. Because of its great length the design should be varied - providing shaded seating in some places and uninterrupted harbor views in others (see Figure VI.8, Harborwalk "A", and Figure VI.9, Harborwalk "B").



Legend

SITE BOUNDARY

OPEN SPACE AREA

Figure VI.7
Proposed Open Space
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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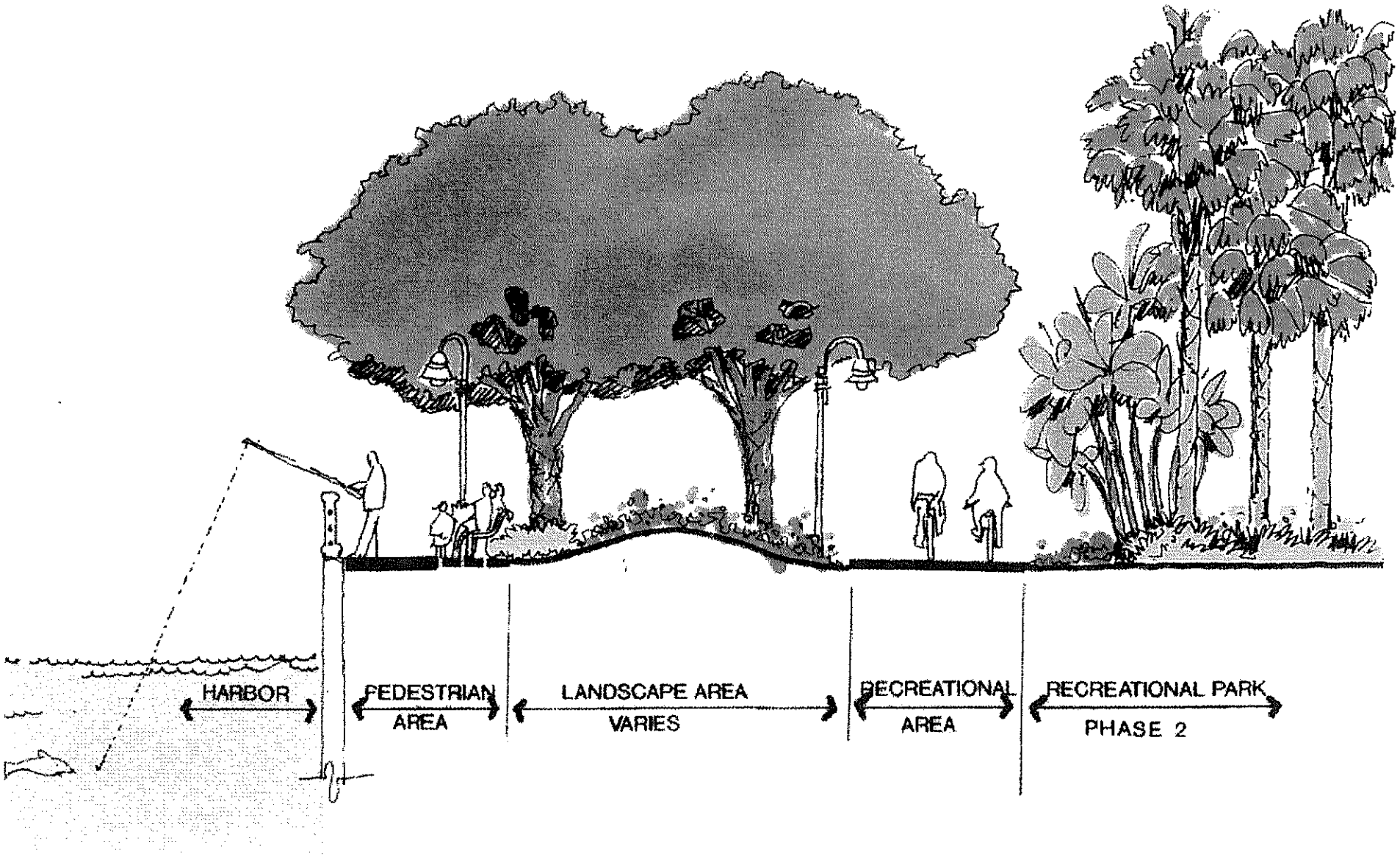

Figure VI.8
Harborwalk 'A'
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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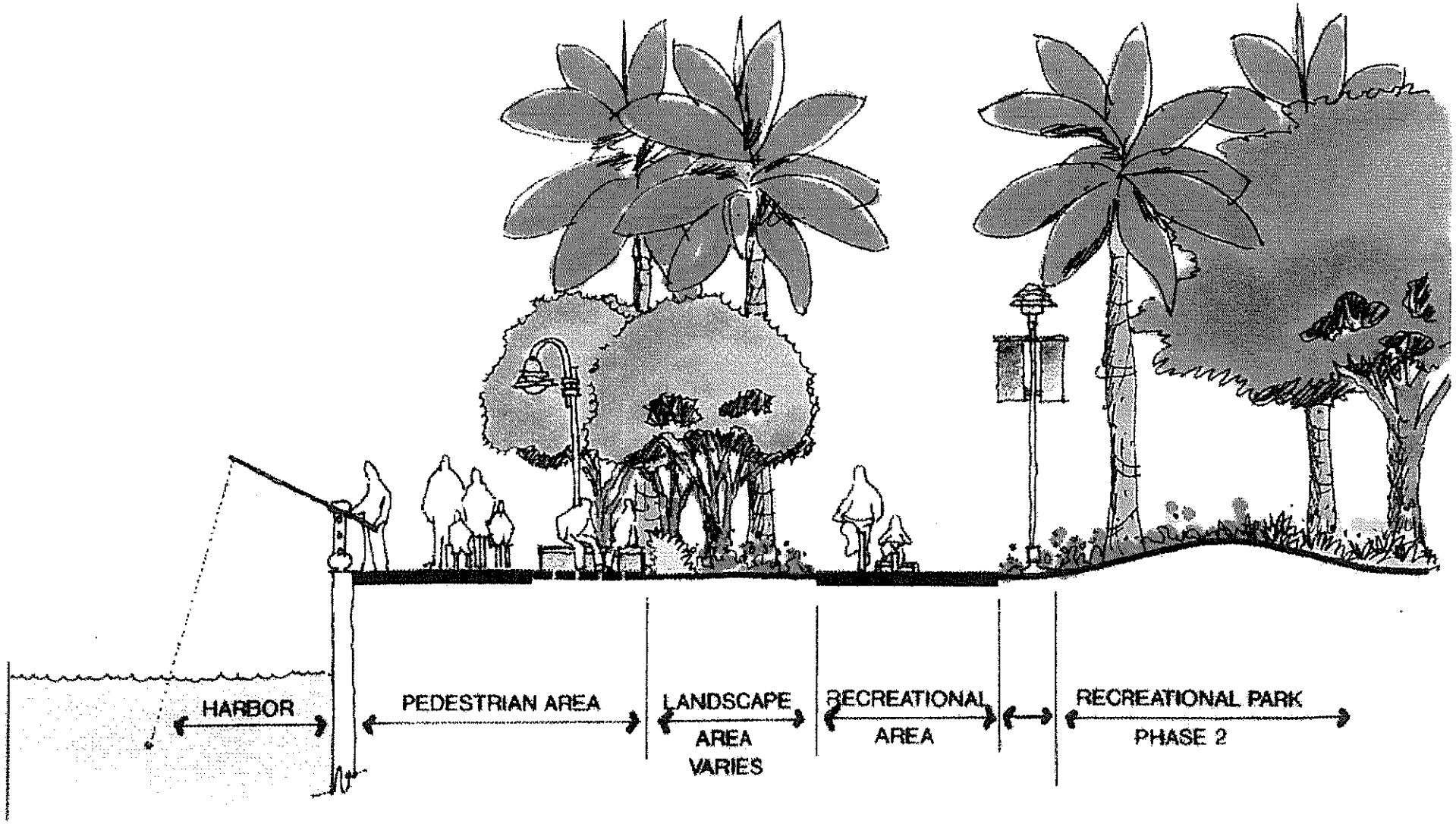

Figure VI.9
Harborwalk 'B'
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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D. Utilities Plan

1. *Potable Water Distribution*

Existing Off-site Conditions

As part of the Truman Annex residential development, substantial infrastructure improvements were made in the 1980s to areas adjacent to the Navy property; specifically in the area north of Angela Street and east of Fort Street. These improvements included the replacement of existing water mains with 12" water mains along Eaton, Southard and Front streets. The existing water infrastructure was replaced primarily because of its poor condition. Typically, the old water infrastructure was capped and left in place. In some cases, these improvements interrupted service to some unused naval buildings.

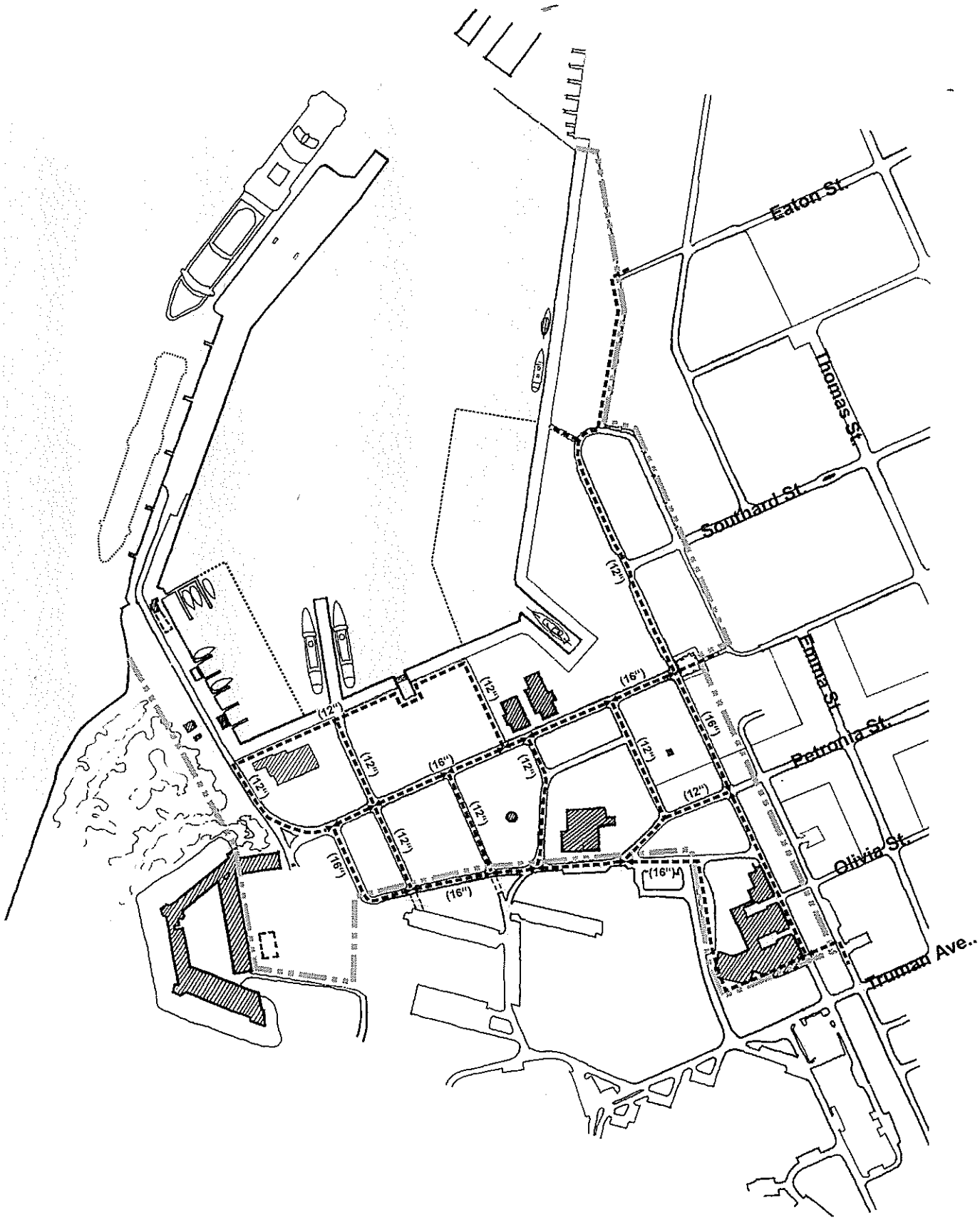
Existing On-site Conditions

In the mid to late 1980's, the Navy implemented a comprehensive program of on-site berthing improvements on the Outer Mole and along the east quay, which resulted in the replacement of utility lines serving these areas. Included among these improvements was the installation of a new, 6" PVC potable water line along the Outer Mole.

Potable water is provided to the Navy, separate from that supplied to the City of Key West, by agreement with the Florida Keys Aqueduct Authority (FKAA). An existing 8" water main running along Angela Street currently provides service to the Truman Annex and Truman Waterfront. The FKAA has indicated that this main has adequate capacity, and water supply is sufficient, to provide water to the proposed redevelopment property. Within the surplus property, a series of 6" and 4" loop feeder lines serve areas extending to Fort Zachary Taylor and areas along the south quay, as well as adjacent, off-site areas to the south.

Proposed Potable Water Plan

The potable water system for the proposed development at Truman Waterfront calls for installation of a 16" water main which loops around the southern portion of the site (see Figure VI.10, Proposed Potable Water Plan). The proposed 16" line hooks up with the FKAA pump station and runs parallel with the existing 8" line along the extension of Angela Street. The main line then runs along the southern perimeter of the property boundary before looping northward up to Angela Street along Fort Street. Areas along the south and east quays, as well as interior sections of the site, are served by 12" secondary lines which run along existing and proposed roadways and utility easements. These secondary lines also connect with existing lines which extend to Mole Pier and recently installed lines on Eaton Street. The proposed design incorporates the installation of fire hydrants according to City standards. Salt water fire wells are included for emergency secondary fire control purposes. The estimate for the installation of 6,000 linear feet of 16" water mains, 3,200 linear feet of 12" secondary water lines, 15 fire hydrants, and 8 fire wells is approximately $1,000,000, excluding possible impact fees.



Legend

SITE BOUNDARY

UTILITY LINE

(12") UTILITY SIZE

Figure VI.10
Proposed Potable Water Plan
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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2. Solid Waste Management

Solid waste in Key West is currently treated in one of two ways: metal, concrete, asphalt and dirt are recycled; and, the remainder of the waste stream is burned and hauled to a federally approved monofill disposal site in Okeechobee. These disposal methods will continue to be used to treat additional solid waste generated from the proposed development at Truman Waterfront. The City presently has excess treatment capacity and has indicated that its system can adequately accommodate solid waste generated from the proposed development at Truman Waterfront.

3. Wastewater Management

Existing Off-Site Conditions

The City of Key West is in the process of implementing a major wastewater collection system replacement program to solve problems with saltwater intrusion into old lines, and to reroute more of the collection system directly to the sewage treatment plant on Trumbo Point. There is a new 15" line coming toward Truman Waterfront which would provide service to most of the property, with the area around the Seminole Battery served by the newly replaced line on either Petronia or Olivia streets.

The collection system in District A, which includes Truman Waterfront, presently does not have capacity for additional flow, as it now receives all wastewater from the City which is then routed to the sewage treatment plant on Trumbo Point. Prior to 1989, when the treatment plant went into service, all wastewater from the City was pumped untreated into an ocean outfall at the southwest corner of the island, in District A. Within the next 15 months, wastewater from other districts of the City will be routed directly to the treatment plant, creating substantial additional capacity in District A.

However, the collection system replacement program is being directed by a consent agreement with the Florida Department of Environmental Protection (DEP), and must meet stringent deadlines based on reducing salinities in the lines and total wastewater flow at the treatment plant. David Fernandez, public works director for the City, is concerned that any increased flow from Navy Reuse parcels, including Truman Waterfront, might cause violations of the consent agreement. Therefore, this issue must be carefully addressed during detailed planning stages.

Existing On-Site Conditions

The existing wastewater collection system on Truman Waterfront has experienced recent changes similar to that of the potable water system, as described above. The new system installed for the Mole does not feed by gravity into the City collection system, but rather will require pumping or lift stations, as they were designed for pumping of waste from docked Navy ships. However, according to the Port Authority, cruise ships docking at the Mole are not allowed to discharge waste.

Any wastewater pipelines predating recent improvements will require careful testing, and will most likely need replacement as part of redevelopment activities. DEP standards require that abandoned wastewater lines either be removed, as was done in the improvements to the Mole and east bulkhead, or be grouted (i.e., filled); capping alone is

not adequate. In addition, Mr. Fernandez noted that no funding mechanism for this replacement is presently available, as user fees are obligated--for operations and improvement plans already in place--until at least 2005-2007.

Proposed Wastewater Plan

The proposed wastewater management system consists of three primary components: 3,000 linear feet of a 10" sanitary gravity, a 10" force main, and a pump station (see Figure VI.11, Proposed Wastewater Plan). Two 10" gravity lines are proposed for installation; one, parallel to the existing 8" gravity along the Angela Street extension road, and a second line along Fort Street from Olivia Street to the pump station. Individual connection lines will need to be installed once site plans are developed. From the pump station, wastewater will be distributed through a 10" forcemain to the existing City gravity or pump station. The discharge of wastewater from cruiseships and marinas is not permitted in Key West. Therefore, increases in cruiseship and marina activity is not expected to affect the volume of wastewater requiring collection. As a result of the City's ongoing wastewater rehabilitation system, collection capacity is increasing at Truman Waterfront. Consequently, the City wastewater collection system would be able to accommodate an estimated 51,000 average gallons per day expected to be generated from the proposed development at Truman Waterfront. However, careful planning between the City and FDEP will be required to ensure consistency with provisions laid out in the consent agreement. estimates for improvements to the area's wastewater management system are expected to be approximately $1,000,000, excluding possible impact fees.

4. Stormwater Drainage Plan

Existing Off-Site Conditions

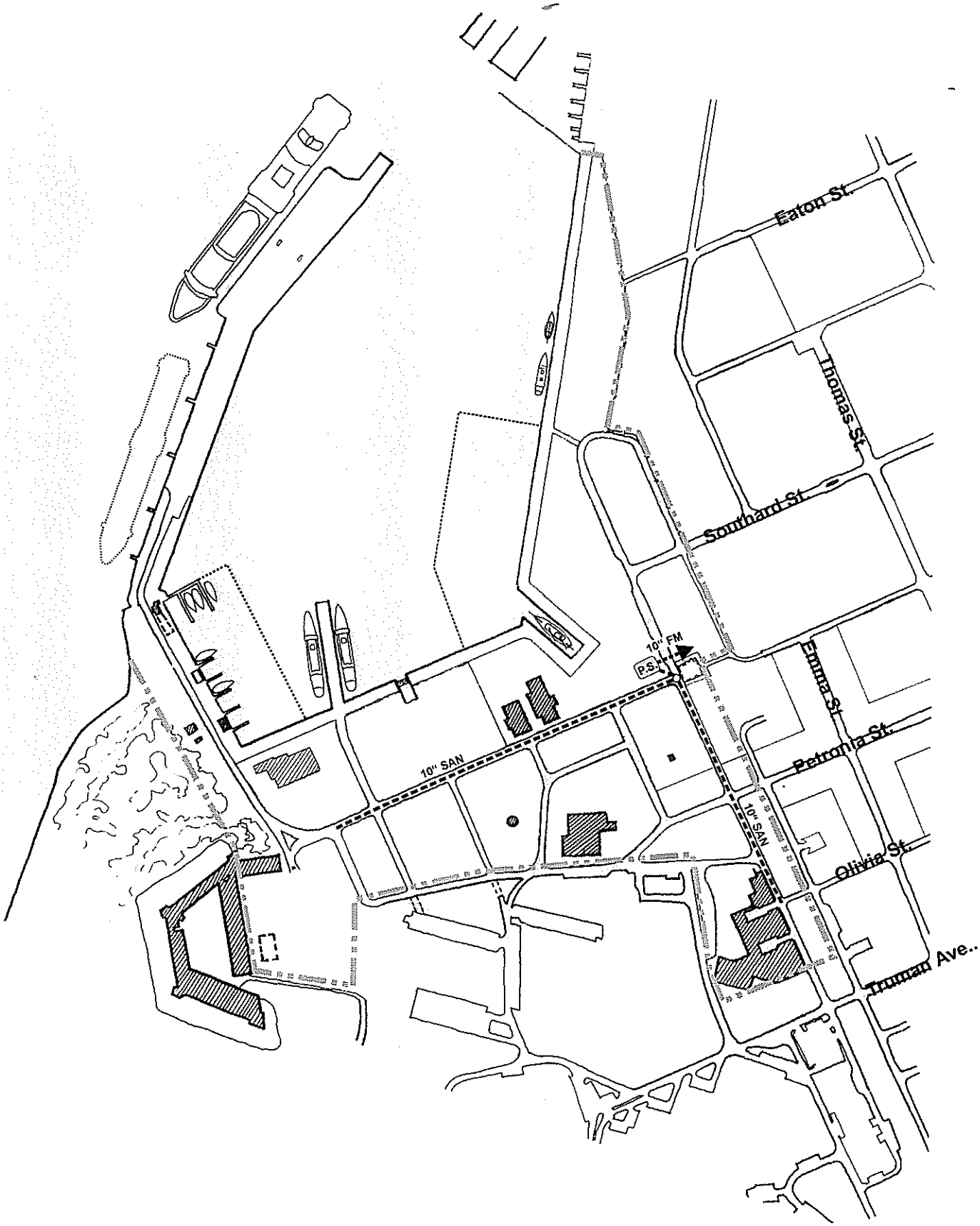
The City is presently engaged in a program of stormwater system improvements, targeted only at areas which experience most severe flooding due to limited funding, where three-chamber collection basins are installed to provide retention and treatment prior to disposal in injection wells. However, none of these planned improvements are in the Truman Waterfront area.

Existing On-Site Conditions

The stormwater collection system at Truman Waterfront dates to World War II, and what is still functional drains directly to surface waters. Replacement of these lines will be necessary as part of redevelopment, and present environmental standards would require stormwater retention and treatment to remove pollutants.

Proposed Stormwater Plan

The proposed drainage system calls for on-site treatment of stormwater through the installation of catch basins, piping and 4 injection wells (see Figure VI.12, Proposed Stormwater Plan). No connection with the City's storm drainage system is proposed. While



Legend

- SITE BOUNDARY
- UTILITY LINE
- 10" SAN SANITARY (GRAVITY) SIZE
- 10" FM FORCE MAIN SIZE
- P.S. PUMP STATION

Figure VI.11
Proposed Wastewater Plan
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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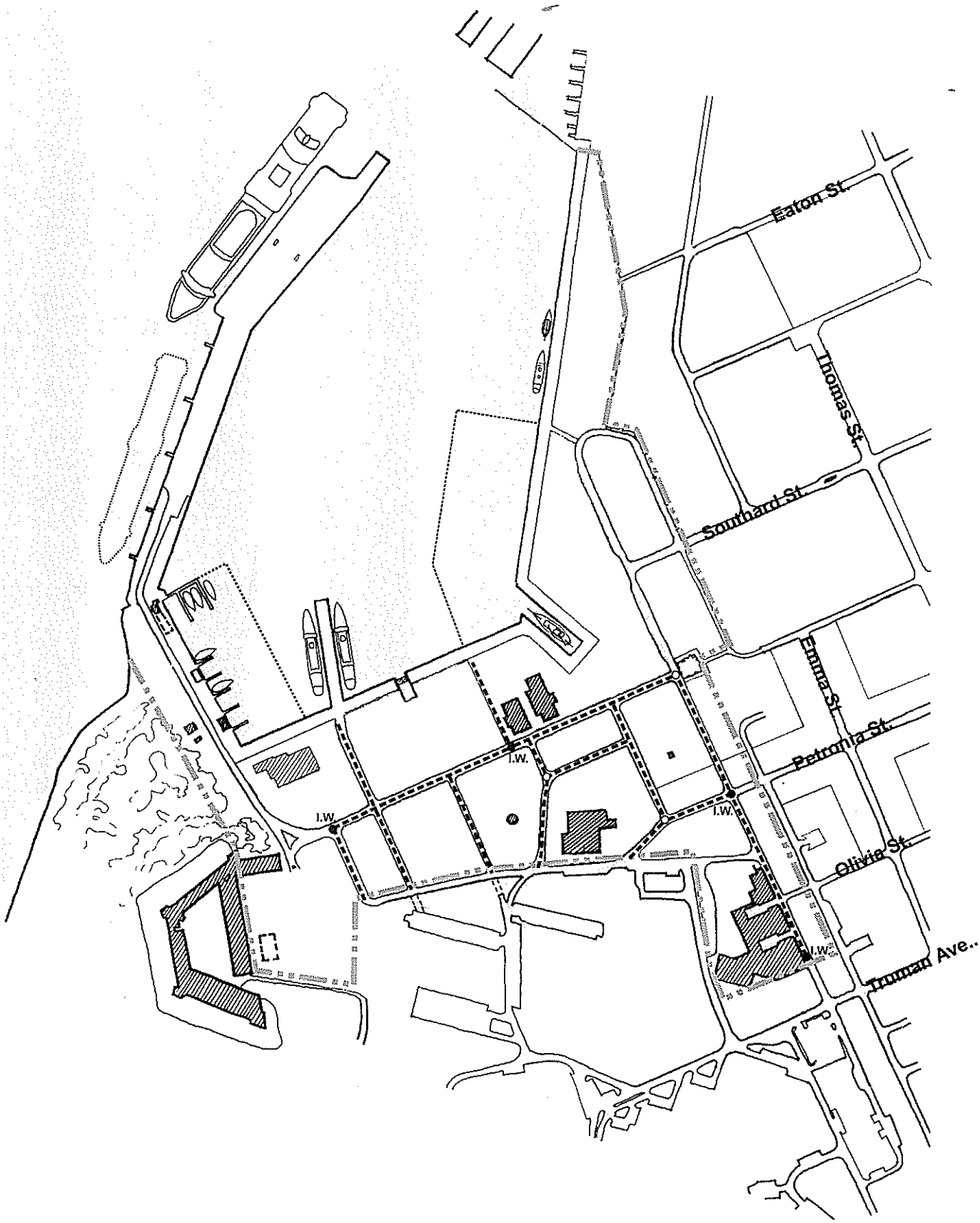

Legend

- SITE BOUNDARY
- UTILITY LINE
- I.W. INJECTION WELL

Figure VI.12
Proposed Stormwater Plan
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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no ocean outfall is proposed, an emergency discharge structure will be installed to allow harbor runoff in the event of uncontrollable inundation. Under the proposed plan, water will drain into catch basins and funnel through stormwater piping into injection wells located along Fort Street and along the Angela Street extension road. The estimate for the installation of the proposed storm drainage system is $1,000,000, excluding possible impact fees.

5. *Electrical Power Distribution*

Existing Off-Site Conditions

City Electric System (CES) provides electrical service from the south end of the Seven Mile Bridge to Key West. Average daily power consumption within this service area is 120 mega watts. Power distribution to non-federal properties in Key West constitutes approximately 85% of this daily consumption rate. In recent years, CES power distribution has increased by an average annual rate of 3%.

Existing On-Site Conditions

The U.S. Navy owns and maintains its on-site electrical facilities in Key West, and is supplied electrical service by CES. Approximately 15% of City Electric's current power supply is used to service federal naval properties in Key West. Power is distributed from the City to the Navy property through the main substation located at the intersection of Angela and Fort streets. Underground feeder lines run along the east quay and Outer Mole. Two parallel distribution lines extend westward along the main road from the Angela Street switch station to the landside area near Pier 8. Some of the remaining areas of the surplus property at Truman Waterfront are served by overhead electrical lines.

Proposed Electrical Distribution Plan

CES has indicated that it has more than adequate capacity to provide electrical service to the proposed redevelopment at Truman Waterfront. Much of the existing electrical infrastructure and utility easements may be adequate to provide continued electrical service to this area. The underground trunk lines which run along the main road extending westward from Angela Street serve the central area proposed for redevelopment. Feeder lines and meters will need to be installed for individual customers in subsequent planning stages. Close coordination between CES and the City will also be required to ensure proper phasing of system upgrades and future maintenance of the power distribution system at Truman Waterfront. Until a specific site plan is developed, costs estimates can not be provided for the provision of electrical service to this area.

E. Transportation

The transportation section describes the number of trips that would be generated by the proposed development and the traffic circulation of various modes of transportation such as vehicles, bicycles, and walking. This section also assesses the availability, accessibility, and level of service of transit services in the area. Strategies to reduce vehicular demands are also discussed.

1. Overview

Truman Waterfront is adjacent to the core of the tourist area. It is in close proximity to the historic site of Fort Zachary Taylor, the commercial area of Duval Street, the streets of Bahama Village, and Key West Historic black community. US 1 corridor (N. Roosevelt Boulevard and Truman Avenue) provides the most direct route to the site from the eastern side of the island through downtown and the Historic District. Dekalb Street then connects Truman Avenue to the Truman Waterfront site. However, this route (US 1 Corridor) carries a significant portion of the city's traffic and is relatively congested.

The main access to the Truman Waterfront site is provided from Southard Street. The Truman Waterfront route from the northwestern side of the island is provided through Caroline Street and Eaton Street to Duval Street which connects to Southard Street. Roadways on the northwestern side of the island are also relatively congested. The southern route is provided through United Street or South Street to Whitehead Street which connects to Truman Avenue, then using Dekalb Street to the site. The southern side of the island is less congested than the above two routes.

The City of Key West has unique travel characteristics compared to the State of Florida. The terrain, climate, and short trips provide an excellent opportunity for bicycling and walking as an alternative to driving. As a result, walking and using bicycles are very common practice in the City.

The City of Key West Transit Development Plan - Final Report, June, 1993, revealed that almost 17 percent of Key West households did not have an automobile which is much greater than the Florida average (9.2 percent). The report added that the percentage of citizens who use *"other"* modes of transportation to work (bicycles or walk) was approximately 23 percent which is also much greater than the Florida average (6.8 percent). In addition, Mr. Mike Petty of the Florida Department of Environmental Protection - Division of Recreation and Parks indicated that in a recent survey of visitors conducted at the historic Fort Zachary Taylor site approximately 45 percent of the visitors arrived by walking or using bicycles. Therefore, it was concluded that approximately 45 percent of tourist trips and 23 percent of non-tourist trips are walking or bicycling.

2. Trip Generation

Several public meetings were held as part of the public participation program for the Key West Base Reuse plan project. As a result of these meetings a reuse plan for Truman Waterfront was developed. This plan proposed developing the following land uses within the Truman Waterfront site:

- Existing Cruise Ship Berth and Potential Future Cruise Ship Berth
- Village Marketplace
- Non-cargo, Port Related Activity
- Ferry Terminal
- NOAA/Environmental Education Center
- Public Open Space - Amphitheater
- Social Services
- Economic Development (Bahama Village)
- Pocket Parks

As indicated previously, it was determined that 45 percent of tourist trips and 23 percent of the non-tourist trips are non vehicular type (walking and biking). The number of trips that would be generated by these proposed land uses were determined by using the Institute of Transportation Engineer (ITE) Trip Generation Manual, 5th Edition, 1991. The trip generation estimates provided by the ITE Manual were reduced by 40 percent for the tourist-based trips and 16 percent (The difference between the percentage for the City of Key West (23%) and Statewide (7%) of non-tourist-based trips. A summary of trip generations calculation is shown in Table VI.1.

Although the ITE Manual allows for using reduction factors to account for internal trips and high occupancy rates - as is the case in Key West - conservative assumptions were used and such reduction factors were not included in developing Table VI.1. As such, the maximum number of vehicle trips that the Truman Waterfront Final Reuse Plan would generate is approximately 3,378 net external vehicles per day and 357 net external vehicles per hour during the PM peak period.

TABLE VI.1
TRIP GENERATION ESTIMATES FOR THE TRUMAN WATERFRONT FINAL REUSE PLAN

Land Use	ITE Code (1)	Variable Used	Size	External Daily Trips			External PM Peak Trips		
				ADT	Peds	Net	PM	Peds	Net
Single Family Residential	210	Dwelling Units	25	288	46	242	31	5	26
Apartments	220	Dwelling Units	110	681	109	572	70	11	59
Office	710	Square Feet	15,000	334	53	281	46	7	39
Market Place	814	Square Feet	40,000	1,627	650	977	197	79	118
Light Industrial	110	Square Feet	60,000	346	55	291	59	9	50
Social Services/ Economic Development	495	Square Feet	25,000	350(2)	140	210	35	14	21
Environmental Education & Ferry Operation(3)	480	Square Feet	45,000	78	31	47	4	2	2
Sea Port	010	Berths	2	180	72	108	18(4)	7	11
Marina(5)	420	Berths	150	695	111	584	29	5	24
Park	411	Acres	10	110	44	66	11(4)	4	7
Total				**4,689**	**1,311**	**3,378**	**500**	**143**	**357**

(1) The ITE Trip Generation Manual, 5th Edition, 1991.

(2) The ITE Manual does not provide week day trip generation rates for such land use. Therefore, daily trip generation rates were estimated as 10 times the PM peak-hour trip rates, i.e., the ratio of PM peak-hour trips to daily trips (K-Factor) equals 10 percent.

(3) The ITE Manual does not provide trip generation rates for environmental education center (NOAA) and ferry operation land uses. Because the nature of operation for these land uses are similar to amusement park; therefore, both land uses were considered as amusement park for the purpose of calculating trip generation.

(4) The ITE Manual does not provide PM peak-hour trip generation rates for such land use. Therefore, PM peak-hour trip generation rates were estimated as 10 percent of the daily trip rates (K = 0.10).

(5) For both Public Marina and Charter Marina.

3. *Traffic Circulation*

Visitors to the site could arrive using automobiles, transit services, bicycles or by walking. Accessibility to the site by either one of these transportation modes is discussed in the subsequent sections.

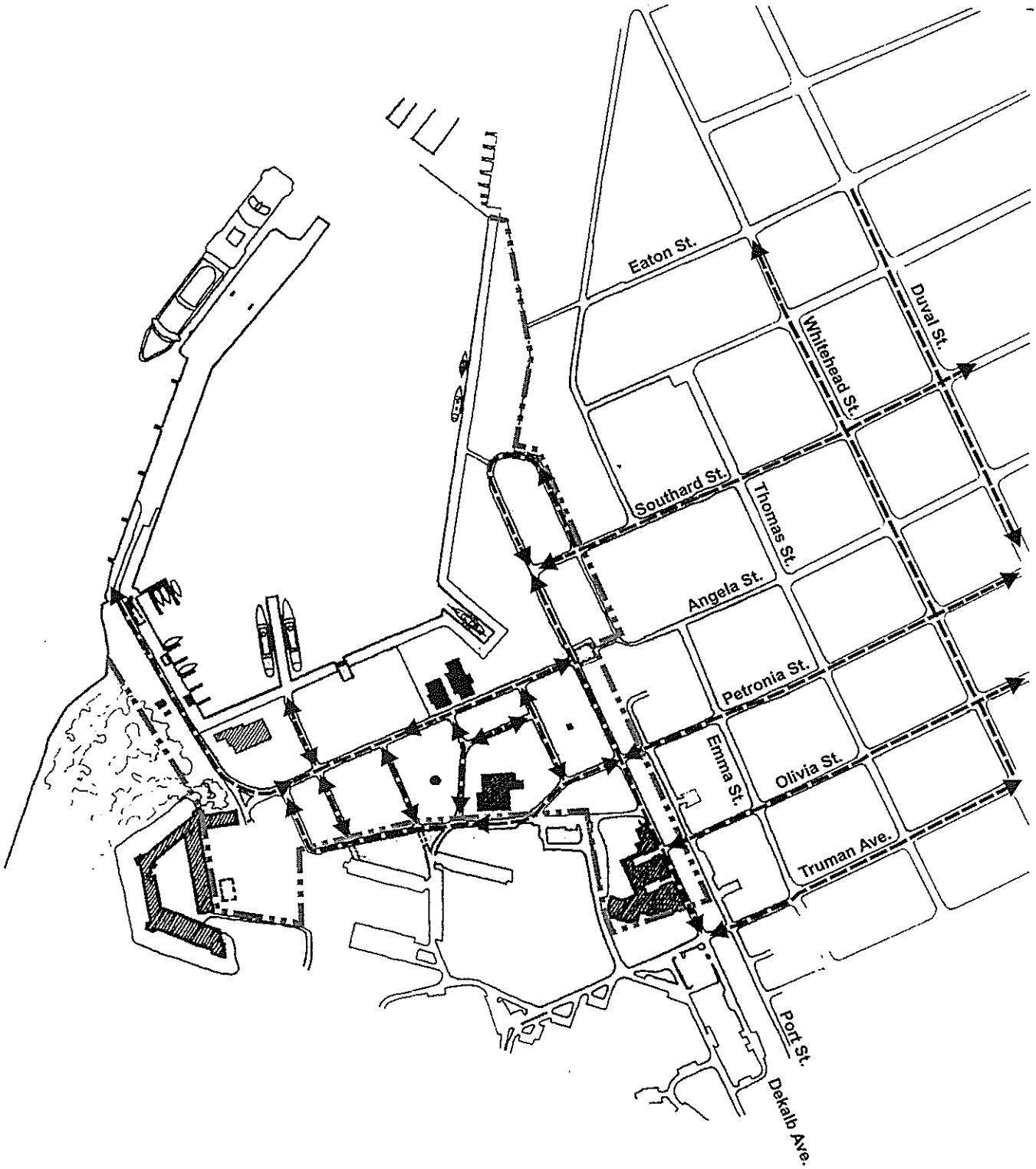
Vehicular Circulation

As discussed earlier, Truman Avenue provides the most direct route to Truman Waterfront from the eastern side of the island. The main access roadway to the site is provided from Southard Street. However, other vehicular circulations in and out of the site are available as shown in Figure VI.13, Vehicular Circulation. Truman Avenue corridor is normally congested as it provides access for several other attractions. Truman Avenue east of Duval Street is designated as physically constrained roadway. Alternate traffic circulation routes in and out of the Truman Waterfront site will depend primarily on the roadway configurations on the site and roadway improvements, if any, across Dekalb Street. Petronia Street has the potential to become the main access roadway to the site because of its layout with respect to the site.

Vehicles would get onto the Truman Waterfront site using roadways such as Truman Avenue, Petronia Street and possibly Southard Street. On the site, traffic has to circulate through local roadways to reach to destinations. The proposed roadway schematic configuration encourages slow driving as most vehicles would have to make a series of turns or drive along curved roadways to reach to their destinations. The southern roadway, which is part of the Navy's property, meets Petronia Street and provides good site access that feeds into several destinations of interest without adding to on-site congestion. A summary of traffic circulations is shown in Figure VI.13.

Pedestrian Circulation

One of the unique characteristics of the City of Key West is that walking trips make a significant number of total trips due to the climate and short distances in the city. Approximately 45 percent of the visitors to the Fort Zachary Taylor site, which is in the immediate vicinity to the Truman Waterfront site, arrived by walking and biking. It is expected that similar percentages of the tourist trips to the Truman Waterfront site will be walking and biking. Therefore, it is essential to provide accessibility for pedestrians to and from the site.



Legend

SITE BOUNDARY

AREA OF CIRCULATION

Figure VI.13
Vehicular Circulation
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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It is anticipated that a sizable number of pedestrians will be coming in and out of the Bahama Village area using Angela Street, Petronia Street, and Olivia Street. Another pedestrian route to and from the northwest side of the island is through Eaton Street to the site, Whitehead Street and then Southard Street, Petronia Street, or Angela Street to the site. Dekalb Street provides the direct access from the southern side of the island to the site. Pedestrian on-site circulation will follow roadway configuration. In addition to the roadway route, the walkways on the waterfront park and the marina side are main pedestrian pathways. Potential pedestrian circulation and routes are shown in Figure VI.14, Pedestrian Circulation. Sidewalk and pedestrian crossings are essential to the safety and mobility of pedestrians. Pedestrian crossings should be provided at the main crossing points shown in Figure VI.14, Pedestrian Circulation.

Bicycle Circulation

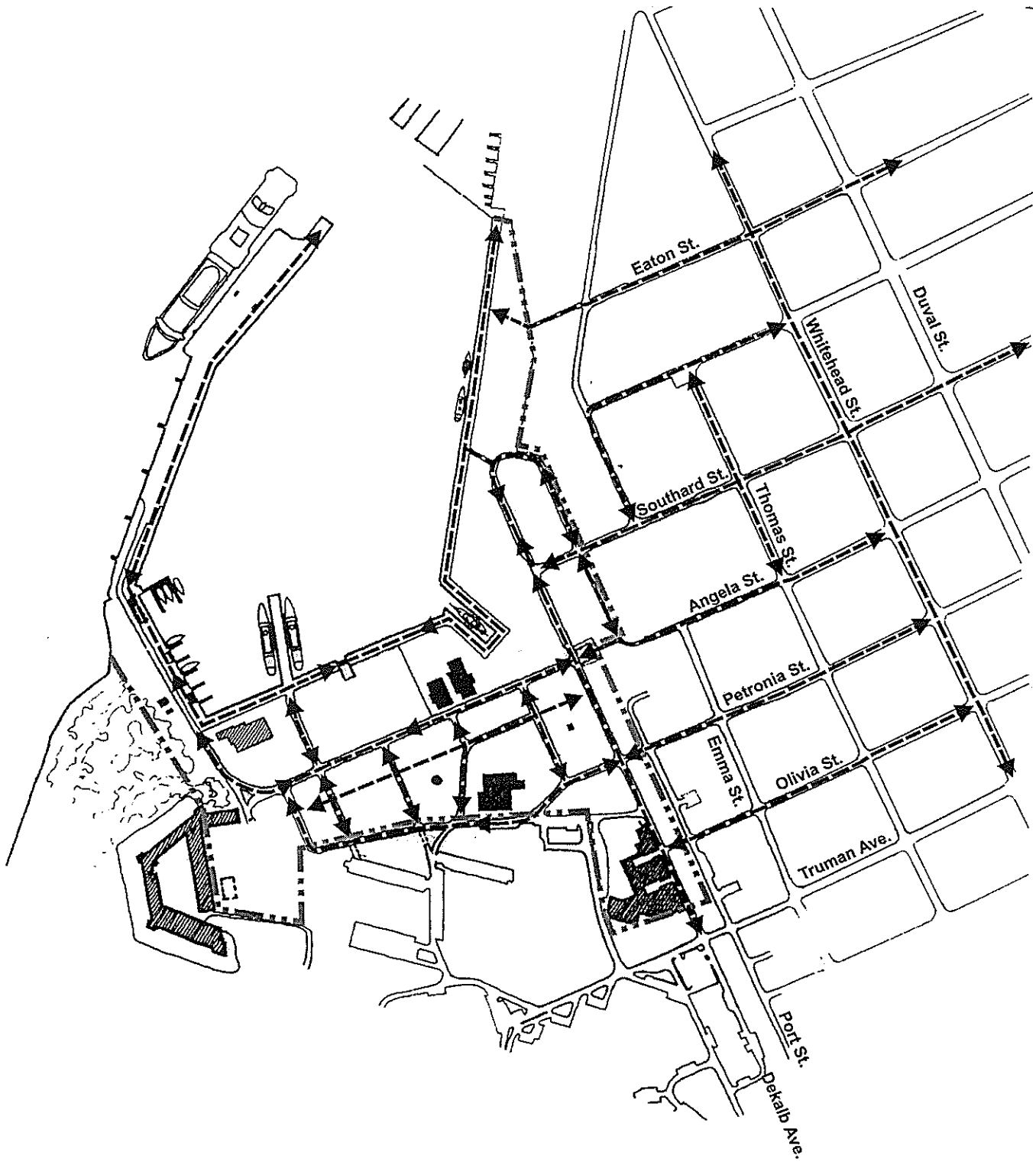
The City of Key West Comprehensive Plan, 1993, indicated that the City is adopting plans for developing bicycle and pedestrian ways which will connect residential areas to recreational areas and major activity centers. The City will incorporate provisions, as part of the land development regulation, requiring new subdivisions, replats, planned unit developments, and site plans to accommodate bicycles and pedestrian traffic needs. And, public use facilities will be required to provide storage areas for bicycles.

The 1993 Comprehensive Plan laid out the existing bicycle facilities (presented in Figure III.F.4). This plan showed that there were no bicycle facilities near the Truman Waterfront site. However, the City of Key West, in cooperation with the Florida Department of transportation are in the process of completing a major bicycle and pedestrian initiative to conduct an inventory of bicycle and pedestrian facilities and to identify ways in which these travel modes can be integrated into the overall transportation system within the City.

Bicycle facilities and circulations are essential to the project site. It is expected that bicyclers will follow the circulation route shown in Figure VI.15, Bicycle Circulation. Bicycle lanes and storage areas should be provided at the Truman Waterfront site. Bicycle lanes should also be provided along the bike route shown in Figure VI.15. The larger roadways (E-W) incorporate bicycle lanes, whereas the smaller roadways remain narrow to preserve the village character.

4. Transit Service

The Key West Port and Transit Authority (KWPATA) Department provides fixed route bus service in Key West that operates in a loop system (known as Conch Loop). The proposed site plan shows the Conch Loop connection to the outer Mole modified such that Petronia Street becomes the access road. The proposed route would then pass the marketplace and Social Services/Cultural Center before heading out to the Mole. The existing transit routes in the City of Key West was shown in Figure III.F.3. There are proposed shuttle bus services for park-and-ride lots in Old Town. The existing transit routes and proposed shuttle bus services run in the vicinity to the Truman Waterfront site along



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SITE BOUNDARY

AREA OF CIRCULATION

Figure VI.14
Pedestrian Circulation
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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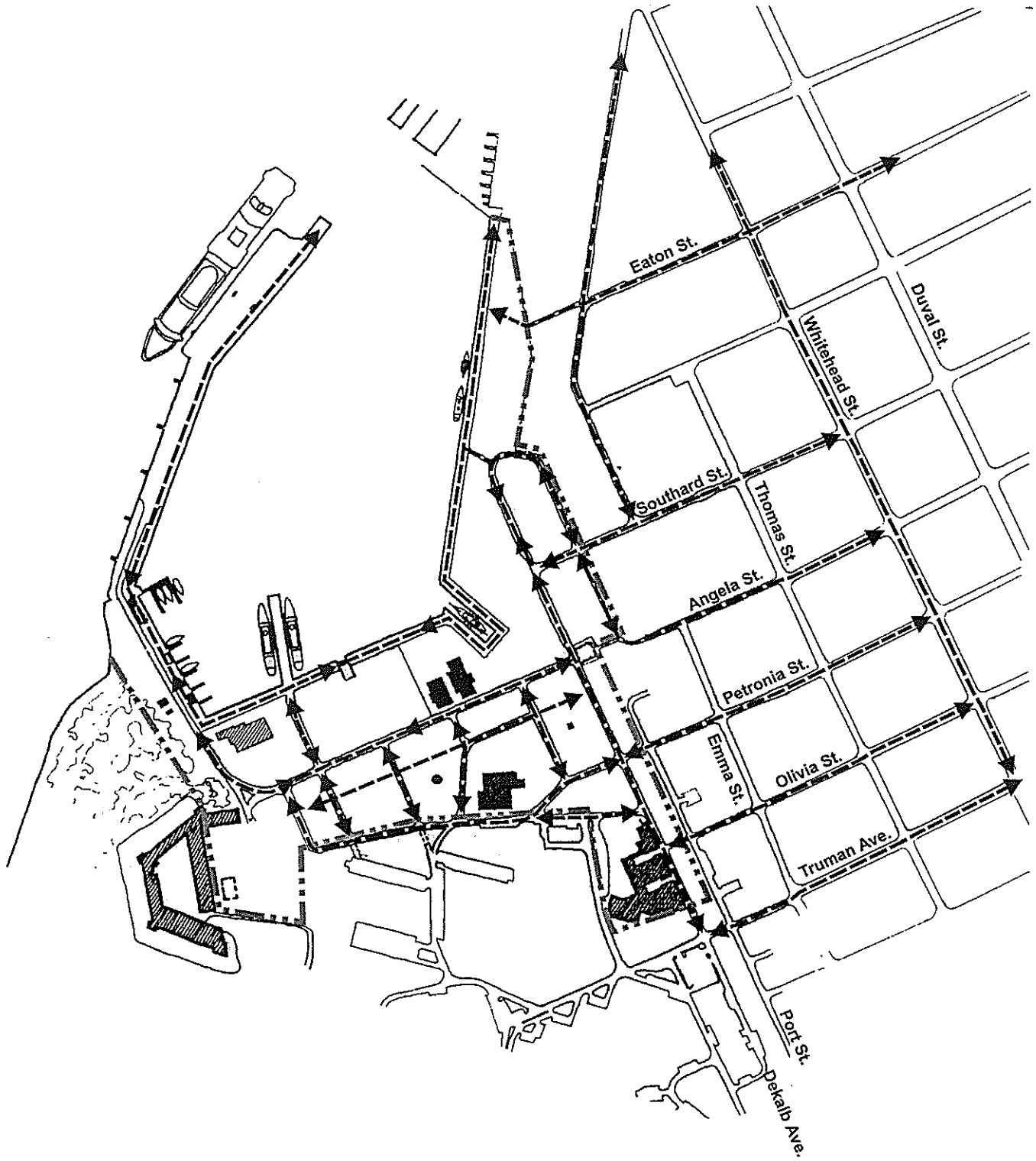

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SITE BOUNDARY

AREA OF CIRCULATION

Figure VI.15
Bicycle Circulation
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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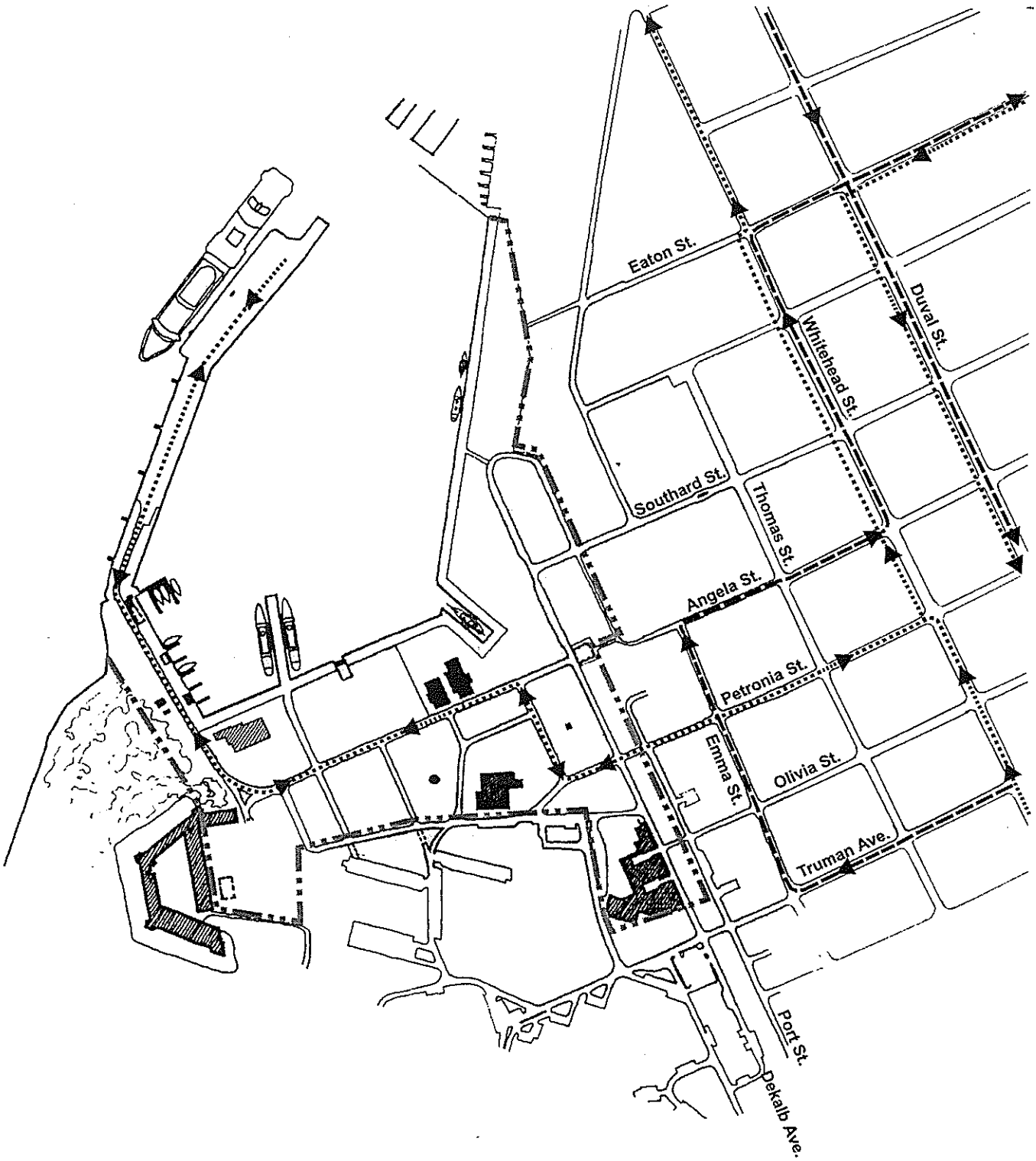
Truman Avenue, Emma Street, Southard Street, and Whitehead Street, as shown in Figure VI.16, Transit Services. Therefore, the Truman Waterfront site is well serviced by the existing transit and proposed shuttle services.

5. *Transportation Demand Strategies*

The roadway within the vicinity of the Truman Waterfront site, which is close to major traffic generators such as Old Town, Fort Zachary Taylor and Historic District, are normally congested. The addition of the proposed development on the waterfront will aggravate traffic conditions within that region. It was estimated (as discussed earlier) that the proposed development would generate a significant amount of traffic; approximately 3,378 vehicles per day and 357 vehicles per hour during the PM peak period. Therefore, strategies should be implemented to reduce transportation demand and relieve traffic congestion. Several strategies could be implemented in the City of Key West that suit the City's unique characteristics in terms of climate, terrain, size, and driving behavior. The following are some of the demand strategies that could reduce people's dependencies on single automobiles:

- Encourage use of bicycles as an alternative to driving by providing and improving bicycle lanes and facilities along the bike routes and on the site. It is also important to provide bicycle storage facilities at the site and upgrade the bicycle lanes and facilities, as much as possible, to the Florida Department of Transportation (FDOT) and Monroe County standards.
- Encourage walking as an alternative to driving by providing and improving pedestrian facilities to provide a safe and pleasant walking environment along the pedestrian routes. Such improvements include, but are not limited to, providing sidewalks, geometric improvement at intersections, providing safe access to buildings, providing mid-block crossing where needed, and enhancing pedestrian safety and reducing traffic hazards by implementing techniques such as traffic calming.
- Encourage the use of transit services as an alternative to driving. This policy would require improving the reliability of transit services and its scheduling. In addition, it is equally important to provide and improve the shuttle bus services between the park-and-ride facilities and the Truman Waterfront site.
- Limit the availability of parking spaces at the site as well as in the immediate vicinity. This strategy should go along with the above mentioned strategies. Limiting the availability of parking spaces will also contribute to improving the success of the aforementioned mentioned strategies.

The City has already initiated some of these programs. As mentioned earlier, the City in Cooperation with the FDOT is in the process of completing a major bicycle and pedestrian study to inventory bicycle and pedestrian facilities and to identify ways in which these travel modes can be integrated into the overall transportation system within the City. The City also supported projects to study the Park-and-ride program and the transit development plan in the City. As such, these efforts should be supported on a continual basis.



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- SITE BOUNDARY
- EXISTING ROUTES
- RECOMMENDED ROUTES

Figure VI.16
Transit Services
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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F. Development Program

The development program presents the type and amount of development that can be expected on each Truman Waterfront property based on allowable land uses and densities, and design guidelines which aim to preserve the character of the area and assure the appropriate integration of the new developments into the existing urban fabric. The timing is presented in a manner that will allow the greatest flexibility for the LRA. Implementation of the Base Reuse Plan is expected to occur over a 10 to 15 year period.

The development program is dependent on two factors: financing and economic generators. The amount and timing of the financing that will be available for the development program is critical. In light of this, the development program is subdivided into three development priorities and not development phases, which generally have a specific time frame associated with them. These development priorities are outlined below.

In general terms, the development priorities each have economic generators - to help sustain development - with the most significant generators developed first. Housing is developed primarily in the second and third development priority due to the complex nature of housing development in Key West. Commercial uses are also developed at later stages in unison with the housing that will help support them. Public access and aesthetic issues are resolved early in the development program, culminating in the development of the parks and open space as the final priority. The development program also targets investments in infrastructure as the foundation for comprehensive development. Costly roads and infrastructure improvements should be undertaken throughout the program, but particularly in the second and third stages. The total development potential of the Truman Waterfront is as follows:

TABLE VI.2
LAND USE BY DEVELOPMENT TYPE

Land Use	Development Potential
Single-family	25 units
Apartments	110 units
Retail	40,000 sq. ft.
Office	15,000 sq. ft.
Light-Industrial	60,000 sq. ft.
Social Servs./Econ. Develop.	25,000 sq .ft.
Env. Ed./ Ferry Ops.	45,000 sq. ft
Marina - Public	100 slips
Marina - Charter	50 slips
Sea Port	2 berths
Park	11 acres

1. Development Priority I

Initial reuse is focused on conversion and privatization of existing facilities that can provide immediate job-retention and short-term job creation through the development of economic generators both existing and future. The removal of eyesores from the immediate waterfront area is a precursor to the conveyance and opening of the waterfront to the public through the harborwalks and the removal of pedestrian barriers.

The development of economic generators will entail the further study of expanding the cruise port. In the meantime, as noted in Block 15 in Figure VI.17, Proposed Development Blocks in Table VI.3, immediate improvements can be made to the existing cruise berth through the enhancement of the existing facilities with the addition of concessions and the port administration office. Along these lines, the development of the professional marina should also be a first priority.

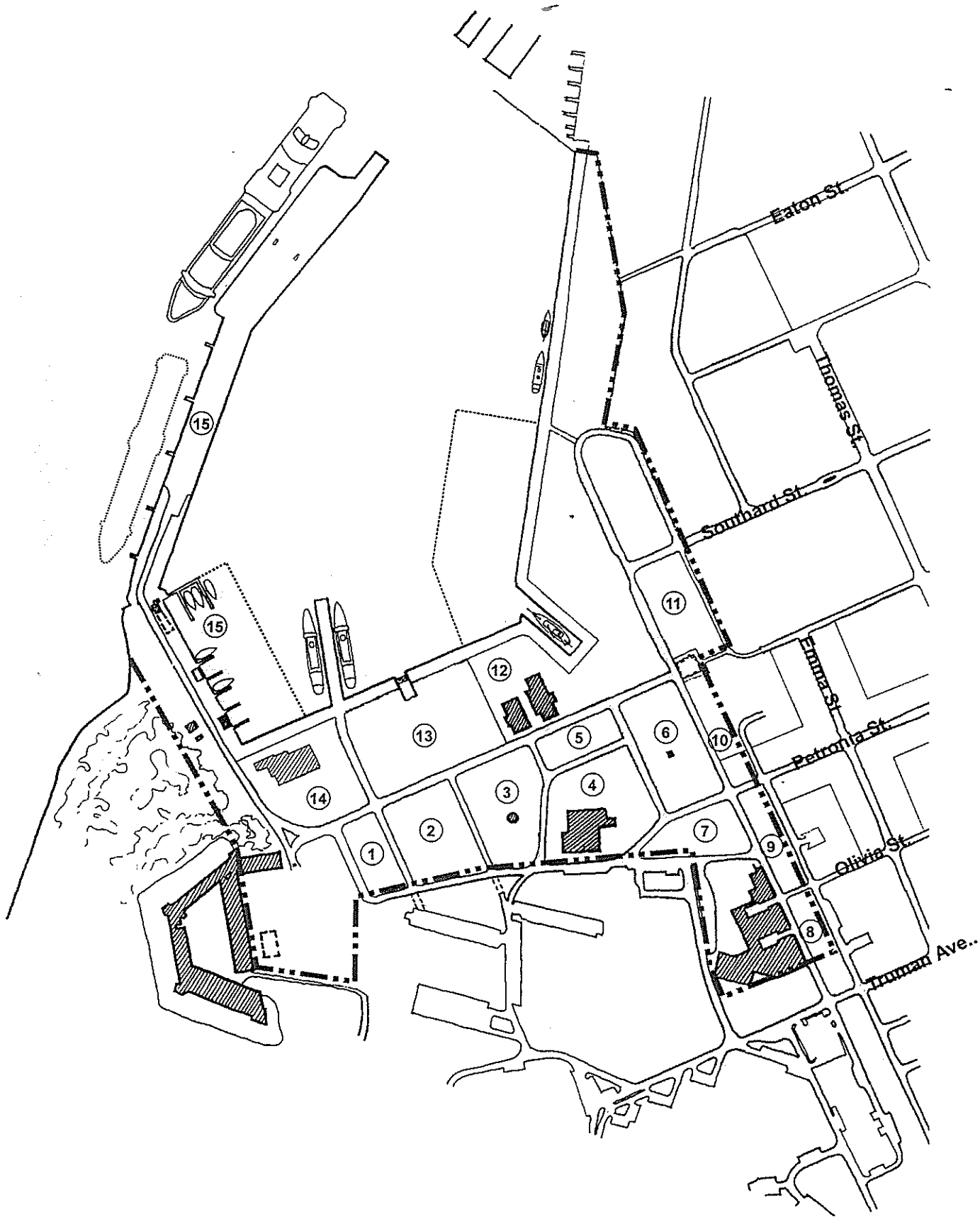
The removal of eyesores will be partially accomplished by the demolition of the torpedo buildings and the implementation of the improvements to the NOAA buildings in Block 12. The opening of the waterfront to the public will partially be achieved by the creation of a boardwalk. Designed for use by pedestrians, cyclists, in-line skaters, and other recreation enthusiasts, the Truman Waterfront promenade would connect cruise operations on Mole Pier, Ft. Zachary Taylor, passenger ferry operations, the federal interagency visitor center, and recreation and open space areas. Landscaping and hardscape treatments, pavilions, and lighting elements would all be incorporated into design of the promenade to create a diverse, safe, multi-use recreation facility. Further needed is the removal of barriers from the connecting streets, which will lead in the future to the full integration of the streets to the Truman Waterfront. Also envisioned as coming on-line is Block 4 which contains the former Enlisted Dining Facilities (Building #1287).

2. Development Priority II

The second development priority will further enhance the economic generators developed in earlier stages. The expansion of ferry operations in Block 14 can begin at this stage. Through use of the existing pier that extends from the southern quay wall, two passenger ferries can be accommodated simultaneously. Ferry ticketing, luggage, and support requirements are provided through modification and reuse of the existing Navy building (#149) located along the southwest corner of the basin. A small parking and bus and taxi drop-off is programmed for the ferry terminal facility along the southern and eastern sides of the building.

The following components of the second development priority will begin to put in place the basic elements of the extension of Bahama Village into the Navy properties. These elements include a marketplace and housing adjacent to Bahama Village.

The marketplace, with 12,000 square feet of retail, located at the terminus of Petronia Street is envisioned as an activity center with broad appeal. The marketplace at Block 7 would be the culmination of an extension of the commercial uses on Petronia Street into the Navy properties. The village marketplace could offer Caribbean-inspired shopping, dining, and entertainment. The marketplace could appeal to both the Bahama Village community and area visitors especially cruise passengers from Mole Pier.



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SITE BOUNDARY

(1) BLOCK GROUP

Figure VI.17
Proposed Development Block
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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TABLE VI.3

TRUMAN ANNEX LAND USE BREAKDOWN

Block	Gross Area		Zoning	Development Scenario	
	Square feet	Acres			
1	51,800	1.2	HNC-2	3 S.F. Units 12 Apt. Units 15 Resid.	2,500 sq.ft. Retail
2	88,400	2.0	HNC-2	7 S.F. Units 19 Apt. Units 26 Resid.	2,500 sq.ft. Retail 2,000 sq.ft. Office 4,000 sq.ft. Comm.
3	98,150 w/o park 74,750	2.3 1.7	HNC-2	3 S.F. Units 19 Apt. Units 22 Resid.	3,000 sq.ft. Retail 3,500 sq.ft. Office 6,000 sq.ft. Comm.
4	120,500	2.8	HNC-2	Social Services / Economic Development ± 25,000 sq.ft.	
5	34,500	0.8	HNC-2	12 Apt. Units	2,500 sq.ft. Retail 2,000 sq.ft. Office 4,000 sq.ft. Comm.
6	96,800	2.2	HNC-2	11 Apt. Units	8,000 sq.ft. Retail 1,500 sq.ft. Office 9,000 sq.ft. Comm.
7	50,100	1.2	CL	Village Marketplace	12,000 sq.ft. Retail
8	20000	0.5	HMDR	5 S.F. Units	
9	42,000	1.0	HNC-2/ HMDR	3 S.F. Units 8 Apt. Units 11 Resid.	2,500 sq.ft. Retail 2,500 sq.ft. Office 4,500 sq.ft. Comm.
10	44,100	1.0	HNC-2/ HMDR	4 S.F. Units 8 Apt. Units 12 Resid.	1,000 sq.ft. Retail
11	66,600	1.5	HMDR	21 Apts.	
12			HPS	NOAA / Env. Ed. Ctr. expand to 25,000 sq.ft.	
13	170,000	3.9	HRCC-4	60,000 sq.ft.	Industrial / Office

TABLE VI.3 TRUMAN ANNEX LAND USE BREAKDOWN					
14	100,500	2.3	HRCC-4	Ferry Terminal Operations expand to 20,000 sq.ft.	
16			HRCC-4		6,000 sq.ft. Concessions (Retail) 3,500 sq.ft. Port Admin. (Office) 8,000 sq.ft.

The proposed housing adjacent to Bahama Village would be affordable and be an extension of the Bahama Village's architectural style. The housing being constructed here is the first step in the development of housing in the Truman Waterfront. Blocks 8, 9, 10, and 11 would contain approximately 46 single family and apartment units, as well as 5,500 square feet of commercial uses.

The development of the areas adjacent to Bahama Village will require the construction of the needed road and infrastructure improvements. Initiated by the opening of the Navy properties with the removal of pedestrian barriers, the uses proposed for the Truman Waterfront property will generate vehicular traffic. Their impact to adjacent communities, however, could be distributed over several ingress/egress points, including Southard Street, Petronia Street, Olivia Street and Truman Avenue, all will need physical improvements to fully integrate these streets into the urban fabric. Angela Street would be opened to pedestrian and bicycle access only. Traffic associated with cruise activities would be routed along Petronia Street, giving increased visibility to Bahama Village and its retailers. Traffic can be moved north-south along an improved Dekalb Avenue, which would feed traffic to the northern portion of the site and to a new landscaped boulevard that would service uses along the southern quay wall. Sidewalks and on-street parking is envisioned for residential and mixed use areas in the southern portion of the site.

3. Development Priority VI

The final elements of the base reuse plan should be put into place at this stage. The final port-related economic generators, such as the light industrial, non-cargo port related activities of block 13 should be developed.

A public marina facility is envisioned for the southern portion of the basin adjacent to the large park. A mega-yacht berthing area would be designated for the northern portion of the eastern quay wall, a small boat facility, protected from wind and wave action by a breakwater, would be located to the south. These uses would help further activate the park and provide mooring facilities for Key West. The existing boat launch could be modified as a slip for large visiting boats or research vessel.

The remainder of the housing and commercial uses along Angela Street in Blocks 1, 2, 3, 5, and 6 should be developed. Approximately 84 single-family and apartment units can be developed along this corridor along with 25,500 square feet of new commercial uses. The housing would be similar in type and style to that found in historic Key West.

A significant component of this development stage is the completion of the open space, park, and linkages. A large open space and recreation park is shown for the northwestern portion of the site, between the existing Truman Waterfront residential community and the eastern quay wall. This area offers dramatic views of the waterfront; tennis, bocce, and other dedicated sports areas; community gardens; and, open areas for field sports or passive recreation. An amphitheater could be developed at this stage at the center of this open area for public gatherings, outdoor theater and concerts, or a series of other uses. To encourage activation of the park and prevent the park from having a "dead end", several ingress/egress points should be developed along the northern end to provide pedestrian and bicycle access. An area for parking is provided north of the terminus of Southard Street.

A second large open space and recreation area is envisioned for the area around the historic Seminole Battery. Uses for this area could include a museum honoring Afro-American veterans or an amphitheater. Smaller pocket parks at the TACTS tower, the water tower, and the archeological preserve at Ft. Zachary Taylor are also contemplated.

Each of these open space and recreation facilities would be linked together by a network of landscaped green ways. One green way is programmed to run along Dekalb Avenue, connecting the waterfront and park area to TACTS tower park, the Bahama Village marketplace, and Seminole Battery.

Finally, as noted earlier the development of the areas adjacent to Bahama Village will require the construction of the needed road and infrastructure improvements, and this should continue at this stage.

G. Economic Impact

This section of the report presents estimates of the potential economic benefits which might accrue to the Key West area as a result of implementing the proposed land use plan for the Truman Annex site. This analysis represents a hypothetical assessment of the possible direct, indirect and induced benefits associated with the development and operations of the proposed, conceptual land uses at the local level. Implicit in this economic impact analysis is an assessment of the costs and benefits associated with the proposed conceptual land uses.

This analysis reflects gross, or total, impacts resulting from the project. In this way, the overall hypothetical benefits from the project can be assessed. The last portion of this section discusses the concept of incremental new impacts versus gross impacts. This section addresses the following key areas:

- Impacts from Construction (one-time-impact)
  - Direct spending (i.e. related development and construction work)
  - Indirect spending
  - Induced spending
  - Employment impact

- Impacts from Ongoing Operations (annually recurring)
  - Direct spending

- Indirect spending
- Induced spending
- Employment and earnings

- Discussion of New Local Impacts versus Gross Impacts

Impact Analysis

In an effort to quantify the inputs needed to produce the direct output, economists have developed multiplier models. For purposes of this analysis we have estimated this "multiplier" effect using a regional economic forecasting model provided by Minnesota IMPLAN Group, Inc., a private economic modeling company. The format and base data is based on similar models developed and maintained by the U.S. Department of Commerce, Bureau of Economic Analysis. The models analyze economic data on a regional basis by individual industry categories, and captures the effect of multiple rounds of consumer expenditures through the use of mathematically derived "multipliers." The multipliers used in this model break the economic impacts into three components:

- Direct effects - Represent the changes in the industries to whom a final demand change was made.

- Indirect effects - Represent the changes in inter-industry purchases as they respond to the new demands of the directly affected industries.

- Induced effects - Represent the changes in spending from households as income/population increases or decreases due to the changes in production.

This model allows one to examine the effects of a hypothetical change in one or several economic activities on an entire economy. One of the major advantages of this type of model is that it is sensitive to both location and type of spending, and has the ability to provide, based on direct spending inputs, indirect and induced spending, employment and earnings information by industry category. For the purpose of this analysis, the input for the model was developed at a general macro level given conceptual nature of the proposed land uses and the related estimates and assumptions.

Impacts From Construction

This report analyzes the impacts which could occur during the construction period, estimated to be between 6 and 18 months, in terms of spending, jobs and earnings. Once site work is complete, the vertical construction of any individual component is estimated to require 6-18 months. For example, if all components are built simultaneously, the entire vertical construction (not including site work) would require 6-18 months. More than likely, individual components will be constructed sequentially over time and, therefore, a longer period will be required to complete construction. For purposes of this analysis, a 6-18 build-out period was used in order to simplify the model. The following table summarizes these impacts, and is followed by a discussion of each component.

TABLE VI.4 BENEFITS FROM CONSTRUCTION (ONE TIME IMPACT)	
Total Economic Benefits	**Amount**
Total Direct Spending	$41,700,000
Total Direct, Indirect	
Employment (number of jobs)	906 (627 Construction Jobs) [1]
Earnings	$25,000,000
	Source: KPMG

- *Direct spending* - The estimated costs of the individual components are based on preliminary, "ballpark" estimates for the land uses and other infrastructure improvements provided by Bermello, Ajamil & Partners, Inc. The proposed land uses are still in the conceptual stage, and the total development and construction costs are estimated to be approximately $41.7 million, as follows:

TABLE VI.5
ESTIMATED DEVELOPMENT AND CONSTRUCTION COSTS

Land Use	Estimated Cost
Residential Units	$ 12,000,000 [1]
Retail	$ 1,300,000 [2]
Light Industrial	$ 3,600,000 [3]
Ferry Operations	$ 1,500,000 [4]
Bahama Village Cult. Ctr.	$ 1,900,000 [5]
NOAA/Envir. Educ.	$ 1,800,000 [6]
Marina - Public	$ 2,000,000 [7]
Marina - Charter	$ 700,000 [8]
Harbor Walk/Open areas	$ 9,000,000 [9]
Demolition Costs/Dump Fee	$ 3,000,000
Seawall	$ 1,500,000
New Roadways/Improvements	$ 400,000
Water & Sewer	$ 3,000,000
TOTAL	$ 41,700,000

Source: Bermello, Ajamil & Partners, Inc.

[1] Represents average of $9.5 to $15 million cost estimate provided by Bermello & Ajamil & Partners, Inc., for 25 single family and 110 multi-family units. Includes the cost of approximately 15,000 square feet of ground-floor office space and approximately 20,000 square feet of ground-floor neighborhood retail space.

[2] Represents estimated cost of new construction: 12,000 square foot village market place and 6,000 square feet of professional, marine-related concessions.

[3] Represents construction of 3 approximately 20,000 square foot industrial buildings

[4] Represents renovation of approximately 15,000 square feet and construction of approximately 5,000 square feet.

[5] Represents renovation of approximately 19,000 square feet and construction of approximately 6,000 square feet.

[6] Represents renovation of approximately 20,000 square feet and construction of approximately 5,000 square feet.

[7] Represents construction cost of 100 slip marina for recreational boating.

[8] Represents construction cost of 50 slip marina for commercial use.

[9] Represents average of $8-$10 million cost estimate provided by Bermello & Ajamil & Partners, Inc.

- *Indirect and Induced spending* - Construction industry multipliers were used to derive total direct, indirect and induced benefits based on the direct construction costs described above. Total direct, indirect and induced economic activity from construction is likely to be on the order of $61 million within the Key West area. Refer to Table VI.3 for the detailed amounts of the various spending categories.

- *Employment and earnings* - Based on the employment estimates derived through the use of the economic multiplier model, it is estimated that 627 full-time equivalent construction jobs would be generated in the Key West area as a result of construction activities. These

employment benefits would be achieved over the course of the construction process, estimated at six to eighteen months. Employment would relate not only to direct construction jobs, but would include jobs in other areas such as suppliers, manufacturers, financial services, retail, restaurant and hospitality, transportation and other sectors of the economy. Therefore an additional 279 jobs, for total of 906 jobs, would be created.

TABLE VI.6
SUMMARY OF ECONOMIC BENEFITS BY INDUSTRY
BENEFITS FROM CONSTRUCTION (ONE-TIME IMPACT)

Direct, Indirect and Induced	Spending	Employment	Earnings
Construction	$ 41,700,000	627	$ 18,200,000
Local Transportation	$ 900,000	11	$ 200,000
Wholesale Trade	$ 1,700,000	19	$ 600,000
Retail/Restaurants	$ 5,500,000	124	$ 2,400,000
Real Estate	$ 3,000,000	5	$ 100,000
Hotels & Entertainment	$ 750,000	11	$ 300,000
Medical Services	$ 2,400,000	36	$ 1,400,000
Boat Building	$ 0	0	$ 0
Business/Legal Services	$ 1,000,000	18	$ 600,000
Other	$ 4,050,000	55	$ 1,200,000
TOTAL	$ 61,000,000	906	$ 25,000,000

Source: KPMG

Impacts From Ongoing Operations

The table below summarizes the annually recurring impacts from the ongoing operations of the various land uses at Truman Annex in terms of direct spending, indirect and induced spending and employment and earnings, and is followed by a discussion of each component.

TABLE VI.7
BENEFITS FROM ONGOING OPERATIONS
(ANNUALLY RECURRING IMPACT)

Total Economic Benefits	Amount
Total Direct Spending	$ 15,800,000
Total Direct, Indirect and Induced	
Employment (number of jobs)	395
Earnings	$ 8,700,000

Source: KPMG

- *Direct spending* - Direct spending impacts would be annually recurring in nature and are estimated at the level considered typical for a stabilized year of operations, likely to be one to two years after construction of the complex is complete. The primary types of spending quantified for this study are illustrated in the chart below:

TABLE VI.8
ESTIMATED ECONOMIC IMPACT BY CATEGORY[1]

Land Uses	Spending		Employment	Total Earnings
	Direct Only	Direct, Indirect & Induced		
Retail & Restaurant	$ 6,900,000	$ 10,700,000	224	$ 4,000,000
Light Marine Industrial	$ 2,800,000	$ 4,600,000	42	$ 1,000,000
Ferry	$ 1,800,000	$ 3,100,000	25	$ 500,000
Marina (Recreational and Commercial)	$ 600,000	$ 1,000,000	19	$ 400,000
Office	$ 3,700,000	$ 6,000,000	85	$ 2,800,000
TOTAL	$15,800,000	$ 25,400,000	395	$ 8,700,000

Source: KPMG

[1] MODEL INPUT ASSUMPTIONS:

The following assumptions were used to estimate the economic impact of the proposed land uses for Truman Annex:

Proposed Use	Assumption
Retail	
Village Marketplace	12,000 sq.ft. @ $300 of sales per square foot
Professional Concessions	6,000 sq.ft. @ $250 of sales per square foot
Ground-floor, Neighborhood	20,000 sq.ft. @ $150 of sales per square foot
Restaurant	6,000 sq.ft. @ $400 of sales per square foot
Light Marine Industrial	Assume 20 employees (i.e., 4 small businesses with average of 5 employees as is typical of similar operations existing in Key West and Monroe County.
Ferry	Assume 2 passenger ferries carrying 1,000 passengers each per week @ $10 per trip.
Marina	
Commercial Use	50 slips at an average of $50/linear foot/month based on average of 40 foot boat at 75% occupancy
Recreational Use	100 slips at an average of $20/linear foot/month based on average of 25 foot boat at 90% occupancy
Office — Ground floor of Residential	Assumed uses include legal, accounting, architectural, medical and general business uses.

- *Employment and earnings* - Based on the IMPLAN model, the various proposed land uses could support 395 total direct, indirect and induced jobs in the Key West area. These jobs would be created in various sectors of the economy which would both directly and indirectly support the increased level of business activity in the area.

  A summary of economic benefits by industry from ongoing operations is presented in Table VI.9.

TABLE VI.9 SUMMARY OF ECONOMIC BENEFITS BY INDUSTRY BENEFITS FROM ONGOING OPERATIONS			
Direct, Indirect and Induced	**Spending**	**Employment**	**Earnings**
Construction	$ 0	0	$ 0
Local Transportation	$ 4,700,000	30	$ 500,000
Wholesale Trade	$ 800,000	9	$ 300,000
Retail/Restaurants	$ 8,000,000	199	$ 3,300,000
Real Estate	$ 1,600,000	5	$ 100,000
Hotels & Entertainment	$ 1,000,000	19	$ 400,000
Medical Services	$ 1,800,000	24	$ 1,000,000
Boat Building	$ 800,000	13	$ 200,000
Business/Legal Services	$ 900,000	44	$ 1,900,000
Other	$ 5,800,000	52	$ 1,000,000
TOTAL	$25,400,000	395	$ 8,700,000
			Source: KPMG

Cruise Port

The above analysis does not take into consideration the impact of the existing cruise operation at the Outer-Mole. The following chart illustrates the estimated impact from the existing cruise ship passenger visitations (approximately 365,000 to the Outer Mole) as well as the incremental impact of a theoretical increase in demand of 100,000 passengers on an annual basis.

TABLE VI.10 ECONOMIC IMPACT OF CRUISE SHIP PASSENGER VISITATION				
Description	**Direct Only**	**Direct, Indirect & Induced**	**Employment**	**Total Earnings**
Existing Visitation	$18,300,000	$28,900,000	690	$12,000,000
Estimated Impact of 100,000 increase in Passenger Visitation	$ 5,000,000	$7,900,000	190	$3,300,000
				Source: KPMG

Discussion of New Local Impacts Versus Gross Impacts

The previous analysis reflects estimates of gross impacts resulting from construction and annual operations associated with the proposed land uses for Truman Waterfront. It is, however, important to understand that only a portion of the total impacts would represent new local impacts. This is due to the fact that some portion of the gross impact may be absorbed by existing spending in the community, and some portion may be transferred outside the Key West area to purchase products or services not readily available locally.

The retention of such new spending in Key West ___ for both the one-time impact of

construction and the annually recurring impact from ongoing operations ___ is determined by several factors.

- *Construction* - The factors that determine the extent of the direct, indirect and induced spending that remains in Key West include:

  - The proportion of products, such as steel and other construction materials, furnishings, kitchen equipment, etc. that are likely to be imported from outside the Key West area;

  - Current capacity of the construction industry in the area; and,

  - The capacity of housing for construction workers in the area.

- *Annually Recurring Operations* - The factors that determine the extent of the direct, indirect and induced spending from annually recurring operations that will remain in Key West include:

  - The annual growth rate of visitors to Key West over the next few years; and,

  - The growth rate in population, and more specifically, in household income over the next few years.

H. Regulatory Guidelines

1. Introduction

The purpose of this section is to identify and describe the key policies, practices and regulations that will most likely be required for the Truman Waterfront project, as depicted in this plan. The issues discussed in this section are based not only on the consultant's research, experience and knowledge, but also on comments received from various review agencies during the July 28, 1997, Chapter 288 Pre-Submission Workshop.

This section is organized into three parts. The first addresses the relevant agencies; the second identifies key policies, practices and programs; and, the third outlines the way in which these policies, practices and programs may inform the proposed development program.

2. Principal Agencies

Numerous agencies have regulatory or commenting authority on development in Key West. The following list is not intended to be inclusive, but rather to identify the agencies responsible for the key programs discussed later in this section.

- United States Army Corps of Engineers (USACE);
- United States Environmental Protection Agency (EPA);
- United States Fish and Wildlife Service (USFWS);
- National Oceanic and Atmospheric Administration (NOAA) as administrators of the Florida Keys National Marine Sanctuary (FKNMS);
- National Marine Fisheries Service (NMFS);
- Florida Game and Fresh Water Fish Commission (FGFWFC);
- Florida Department of Environmental Protection (FDEP);
- Florida Department of Community Affairs (DCA);
- South Florida Water Management District (SFWMD);

- Monroe County Health Department; and,
- City of Key West Planning Department.

3. *Policies, Practices and Regulations*

The following describes the principal policies, practices and regulations affecting development on the Truman Waterfront property. Some descriptions address federal or state designations; others outline regulatory processes. In most cases the regulatory process is the means by which special designations and their associated policies and practices are implemented. This section does not attempt to exhaustively identify every possible permit required for development; rather, it seeks to outline the most significant (and potentially prohibitive) processes which may be encountered during plan approval. Actual design of the improvements may resolve some regulatory issues or raise others not considered in this analysis. Further, the policies and implementing regulations are in a constant state of flux-- standards or practices in place today may change in the future. Therefore, the following should be used as a guide only; final regulatory determinations should be made during the detailed planning and design process.

4. *National Environmental Policy Act (NEPA) Requirements*

Federal actions are reviewed under the National Environmental Protection Act (NEPA) to determine if the proposed action will create environmental impacts. Under NEPA proposed actions may be categorically excluded from further action or be determined to require further review--either through an Environmental Assessment or an Environmental Impact Statement. Currently an Environmental Assessment is planned to be completed for the Truman Waterfront site. Additional review can encompass a variety of issues, including an assessment of alternatives against socio-economic, environmental, and regulatory criteria. The NEPA process is led by the federal agency responsible for the action. The Key West Base Reuse Plan will be assessed under NEPA by the Department of Defense. The state, through its consistency review, conducts a coordinated assessment of impacts. The Florida Department of Community Affairs (DCA) is responsible for the State Clearinghouse review. Typically this review addresses all applicable state, regional and local regulations.

5. *Chapter 288*

The State of Florida has established an optional planning process for military bases designated for closure. This process, established in Section 288.975, Florida Statutes, is designed to expedite the satisfaction of land use planning requirements which must be fulfilled under state law. The Chapter 288 process provides for a coordinated review of planning and environmental issues by local, regional and state agencies.

The City of Key West has notified the DCA of its intent to utilize the Chapter 288 process. Because many of the BRAC sites are already addressed in the City's Comprehensive Plan, only the Truman Waterfront, Poinciana, and Peary Court sites will be addressed by this process. Chapter 288 does not exempt the sites from Area of Critical State Concern review at various other points, as outlined below.

6. *Area of Critical State Concern*

Due to the significant environmental resources throughout the area, the Florida Keys have been designated as one of Florida's four Areas of Critical State Concern (ACSC). This designation is given in order to strengthen the capabilities of the local government to protect resources of statewide and regional importance.

The DCA, City of Key West and the Governor and Cabinet administer the ACSC program as it relates to Key West. Under this program the City of Key West must give notice to DCA of the receipt of any application for development approval. The DCA has review authority over all development orders, comprehensive plans and amendments within the ACSC, and makes final recommendations to the Governor and Cabinet for approval, denial, or changes. The principles for guiding development contained in Chapter 28-36, Florida Administrative Code, provide the standards by which these reviews are conducted. The ACSC authority extends to all development permits, even for single family dwellings. Further, the DCA, through its consistency review of federal actions, can apply the ACSC principals to any federal permit or license, financial assistance, or other federal activity which affects the coastal zone. Consistency review applies to dredge and fill permits issued by the USACE, National Environmental Policy Act determinations, and other federal actions potentially including the Key West NAS BRAC process itself.

7. Building Permit Allocation System

While the City of Key West and the rest of Monroe County are separate ACSCs; and have separate principles for guiding development and comprehensive plans, the two governmental units must coordinate hurricane evacuation -- and its implications on permitting future development. The City is required by Chapter 28-36 to develop an evacuation plan "consistent with regional and county plans". Monroe County, in its Comprehensive Plan, has calculated a Countywide evacuation time based on a cumulative driving time per dwelling unit. In 1992, the County adopted a Rate of Growth Ordinance (ROGO) which allocates future permittable units based on maintaining the total countywide evacuation time. This ordinance factored a specific number of units for Key West, which the city in turn used to develop its Building Permit Allocation System.

The Building Permit Allocation System is established as policy in the City's Comprehensive Plan and implemented through Section 34.1371 of the City Code. The system applies to both permanent and transient residential units with a factor designed to equate unit type impacts to the evacuation trips generated from a single family unit. The annual allocation is 91 units (or their equivalent); this equates to an estimated total of 1,093 units between April 1, 1990 and April 2002. Since 1990, the City has allocated 1004.23 units. In recognition that hurricane evacuation alone may not constitute the only factor determining sustainable growth, the state (in conjunction with federal and regional agencies) has initiated a Carrying Capacity Study which will determine the ability of the Keys' ecosystem to withstand impacts of additional land development activity. It is expected that the Carrying Capacity Study could result in a new system for allocating units under ROGO and City's Building Permit Allocation System.

The impact of the Building Permit Allocation System on development of residential and transient units in Key West can not be overstated. The City of Key West is responsible for implementing the system, with each development agreement being subject to ACSC review. At this point, even long range plans for development which include significant residential or transient units are subject to existing regulations. Development approved in the future will comply with potential changes in the allocation system arising from the Carrying Capacity Study. The City has only 88.77 total units available for allocation through the year 2002; these units are subject to normal market competition. Therefore, actual residential development within the Truman Waterfront site will be severely limited by this cap.

8. *Outstanding Florida Waters*

The waters surrounding Key West are part of a special category of waters within Florida, known as Outstanding Florida Waters (OFWs). These waters have been granted special protection by the Florida Legislature. FDEP or SFWMD (depending upon Environmental Resource Permit delegation) and the Environmental Regulation Commission (ERC) administer the OFW program.

Permits are not issued for any activity or discharge within an OFW which significantly degrades any OFW, unless the applicant establishes that the proposed activity or discharge is clearly in the public interest and the existing ambient water quality within the OFW will not be lowered as a result of the proposed activity, except on a temporary basis during construction for a period not to exceed 30 days. According to FDEP staff, the exact boundaries of the OFW in the vicinity of the Truman Waterfront property have not been specifically defined. This is particularly important because the Key West OFW designation, as defined by Chapter 62-302.700(13), F.A.C., does not apply to artificial water bodies, defined as water bodies created by dredging, or excavation, or by the filling in of its boundaries, including canals. It is possible that the harbor area could be considered an artificial water body.

Some anecdotal observations were raised during the Base Reuse Plan public participation process, and subsequently reported to the FDEP, regarding boating-related turbidity in the vicinity of the Truman Waterfront site. Of particular concern was potential turbidity created by large vessels, such as cruise ships, although other turbidity generators, such as weather events, smaller vessels with powerful props, and fast-moving vessels were all noted at various times during the process. Violations to OFW standards by any activity, including vessel traffic, may be a regulatory concern applicable both to existing operations and proposed construction. However, at this time there is no clear evidence to suggest that the proposed plan would create violations of OFW standards. Likewise, in the event that such standards were exceeded, there is no evidence to suggest that technical solutions could not successfully resolve concerns. Research with agencies involved in water quality studies in the vicinity, including NOAA, FDEP, Florida International University and University of Miami Rosenstiel School of Atmospheric Science, was not conclusive. Apparently none of these institutions or agencies has specifically studied turbidity related to cruise ship or other boat movements in the site vicinity. Further, the level of research and analysis necessary to fully understand the issue is appropriate at a permitting level and is beyond the scope of this plan. Generally, the regulatory protection offered by the OFW designation, as well as the other processes outlined in this section, should provide extensive review and resolution of water quality issues prior to any new activity.

9. *State Sovereign Lands*

In addition to regulatory powers over impacts to marine resources, the State of Florida controls uses of lands for which it holds title. Under Florida statutes, title is vested in the Board of Trustees of the Internal Improvement Trust Fund. The Trustees may sell or otherwise convey sovereign lands upon a determination that such action is in the public interest. A title search for the Truman Waterfront property is not available; however, research indicates that at a minimum the state owns submerged lands within the basin. These lands are under an existing lease between the Trustees of the Internal Improvement Trust Fund and the Department of the Navy. Although the terms of the lease state that sublet or assignment of the lease "shall not be unreasonably withheld," the Trustees clearly maintain the power to consent or deny such a transfer. Either a transfer or a new lease

appears to be required for implementation of the final plan.

10. Dredge and Fill

Dredge and fill is a catch all phrase that generally refers to submerged lands impacts. These types of impacts are heavily regulated at every level. At the federal level dredge and fill activities are regulated by the USACE and the EPA. At the state level, either the FDEP or the SFWMD will issue the approval, depending on how the specific activity falls within the guidelines for delegation. In order to simplify permitting procedures, the FDEP/SFWMD and USACE have developed a joint application form, known as the Environmental Resource Permit application. At the local level, the City of Key West also regulates dredge and fill activities through its land development regulations. Each program is described in more detail below.

In determining whether to issue or deny a permit for dredge and fill, the USACE considers conservation, economics, aesthetics, historic value, fish and wildlife, navigation, recreation, and other factors affecting the public interest. Other federal agencies, including the U.S. Fish and Wildlife Service (concerned with endangered species), National Marine Fisheries (concerned with impact to fisheries resources), the Florida Keys National Marine Sanctuary and EPA comment on Corps application. The EPA has the authority to specify disposal sites for discharge of dredge and fill material into waters of the United States. The EPA, in addition to an independent enforcement authority, may exercise its veto power to prohibit or otherwise restrict a site where the discharge of dredged or fill material will have an "unacceptable adverse effect" on municipal water supplies, shellfish beds and fishing areas, or recreational areas. The USACE frequently requires environmental mitigation as a condition for the issuance of a Section 404 dredge and fill permit. Mitigation in this federal context is broadly defined as the avoidance, minimization, reduction, or compensation for wetland impacts created by impacts on important aquatic sites. Mitigation is typically required on an acre for acre basis for functional wetlands altered by construction activities. The USACE works closely with the EPA in an attempt to implement the federal objective of achieving no net loss functions.

The FDEP Environmental Resource Permit reviews direct impacts created by the project, as well as secondary and cumulative impacts indirectly attributed to the project. Projects in an Outstanding Florida Waters must also meet the specific regulations for that designation. In addition, the FDEP receives comments from the Florida Game and Freshwater Fish Commission and the State Historic Preservation Office in determining whether to issue a permit. The FDEP defines mitigation as an action or series of actions that will offset adverse impacts that would otherwise cause a proposed dredge and fill project to be denied. Mitigation ratios are based on a number of site specific circumstances which are generally outlined in the ERP guidelines.

The City of Key West has developed a series of Environmental Protection criteria, set forth in Article XI of the Land Development Regulations. This criteria addresses various types of impacts, including coastal development, living marine resources, marina and dock facilities and water quality issues. Consistency with the regulations or a variance is required for issuance of a development agreement. All development agreements are reviewed by the DCA in accordance with the ACSC criteria.

The final plan proposes a number of uses which may require dredge and fill permitting, including structural improvements necessary for a second cruise ship berth, marina

construction, bulkhead replacement and rehabilitation, and renovations to the existing ship's way (boat ramp). Each improvement will create a different type of impact. Seagrasses in the vicinity of the Outer Mole Pier are a particular concern relative to the second cruise ship berth, although structural solutions may reduce or eliminate the need to dredge in the narrow grass beds. Marinas raise a number of water quality and listed species issues. Any activity which creates turbidity is an OFW concern with both the FDEP and the City of Key West. Bulkhead replacement and rehabilitation is generally considered low-impact, especially if the construction techniques include good turbidity control.

11. Listed Species

The term "listed species" includes species listed as Endangered or Threatened at the federal level, as well as species listed as Endangered, Threatened or Species of Special Concern at the state level. The USFWS permits takings and incidental takings of federally listed species and has comment authority on federal dredge and fill permits. At the state level, the Florida Game & Fresh Water Fish Commission (FGFWFC) fulfills both a regulatory and critical commenting role. FDEP and SFWMD require consideration of endangered species considerations in dredge and fill permitting. In its regulatory role, the FGFWFC issues permits in order to take or negatively impact species listed as Endangered, Threatened or Species of Special Concern at the state level. The City of Key West also regulates impacts to these species and their habitats through land development regulations implemented through development agreements. The DCA has review authority over all development agreements in the City of Key through the ACSC criteria.

The proposed plan provides for protection of the sea turtle nesting beach by including it within the boundaries of Fort Zachary Taylor State Park. Indirect lighting impacts to turtle nesting created by other proposed development are possible; however, they can largely be addressed through design. More important are the nesting sites of least terns on buildings proposed for demolition. Any disturbance of the buildings will likely be restricted to times when nesting is not occurring.

12. Stormwater Management

Stormwater management programs exist at the federal level (through National Pollutant Discharge Elimination System permits), state and regional level (through the Environmental Resource Permit) and local level (City of Key West). Generally, these regulations address the construction, alteration, maintenance, or operation of any dam, impoundment, reservoir, or works, including ditches, canals, conduits, channels, culverts, pipes and other construction that connects to, draws water from, drains water into, or is placed in or across open waters and wetlands. In order to ensure that the construction and operation of permitted works are not harmful to the water resources of the district, minimum design or operational criteria have been adopted. The most important criteria relate to water quality treatment, wetlands and wildlife impacts, and flood protection through the control of post-development volume and rate of runoff.

Generally, stormwater management objectives are achieved through design. Nothing in the proposed plan indicates that such a design solution will not be possible when site level details emerge later in the process.

13. Summary

Table VI.II presented below generally identifies the key federal/state/regional/local permits, plans or approvals anticipated for the Truman Waterfront Property.

TABLE VI.11
TRUMAN WATERFRONT RELEVANT REGULATIONS AND PLANS

Site Component	Name of Policy, Practice or Regulatory Approval	Permitted Activity	Agency	Key Issues
2nd Cruise Berth	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested though the Environmental Resource Permit joint application	Dredging and impacts to marine resources.	USACE (EPA, USFWS and FKNMS commenting). DCA will conduct Consistency review per ACSC	Impacts to living marine resources, such as seagrasses; water quality impacts due to construction and operation of facility
	Environmental Resource Permit	Dredging and impacts to marine resources	FDEP will issue for Port facilities (FGFWFC comment). OFW review.	Impacts to living marine resources, such as seagrasses; water quality impacts due to construction and operation of facility
	Development Agreement	Impacts to coastal resources	City of Key West with ACSC review by DCA	Impacts to living marine resources; Environmental Impact Plan required
Entire site	Environmental Resource Permit	Stormwater management for new impervious development	FDEP if associated with a Port facility or marina; if not, SFWMD will issue	Water quality, especially discharges into surface waters
	Development Agreement	Stormwater management	City of Key West	Water quality
Marina	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested though the Environmental Resource Permit joint application	Marina construction and operation	USACE (EPA, USFWS and FKNMS commenting). DCA will conduct Consistency review per ACSC	Water quality impacts due to construction and operation of facility; manatees; and hydrological impacts

TABLE VI.11
TRUMAN WATERFRONT RELEVANT REGULATIONS AND PLANS

Site Component	Name of Policy, Practice or Regulatory Approval	Permitted Activity	Agency	Key Issues
	Environmental Resource Permit	Marina construction and operation	FDEP unless associated with a larger development. OFW issues.	Water quality impacts due to construction and operation of facility.
	Development Agreement	Marina facilities	City of Key West with ACSC review by DCA	Facilities in OFWs; impacts to water quality
Restoration of bulkhead	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested though the Environmental Resource Permit joint application	Bulkhead restoration or replacement	USACE (EPA, USFWS and FKNMS commenting). DCA will conduct Consistency review per ACSC	
	Environmental Resource Permit	Bulkhead restoration or replacement	FDEP if associated with a marina or port facility	May be exempt if criteria are met
	Development Agreement	Bulkhead restoration or replacement		
Boat Slip	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested though the Environmental Resource Permit joint application	Partial filling of existing ships way (boat ramp) to form slip	USACE (EPA, USFWS and FKNMS, commenting). DCA will conduct Consistency review per ACSC	Water quality impacts during construction
Development in line of site of Historic Truman Beach	Coastal Construction Permit	Impacts to sea turtle nests due to lighting	FDEP (FGFWFC comment).	Design to minimize lighting impacts during nesting season

TABLE VI.11
TRUMAN WATERFRONT RELEVANT REGULATIONS AND PLANS

Site Component	Name of Policy, Practice or Regulatory Approval	Permitted Activity	Agency	Key Issues
Alterations to Truman Beach and buildings with listed species	Development Agreement	Impacts to listed species	City of Key West with ACSC review by DCA	Critical Habitat Management Plan and lighting plan for sea turtle nesting areas
Residential Units	Development Agreement	Any new residential unit	City of Key West with ACSC review by DCA	Building Permit Allocation System
Any other development	Development Order	Permit any new development	City of Key West with review by the DCA	

I. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the *Key West Citizen* soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.
Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- individuals that submitted NOIs;
- individuals living within the vicinity of the affected naval properties;
- homeless providers; and
- the general public.

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

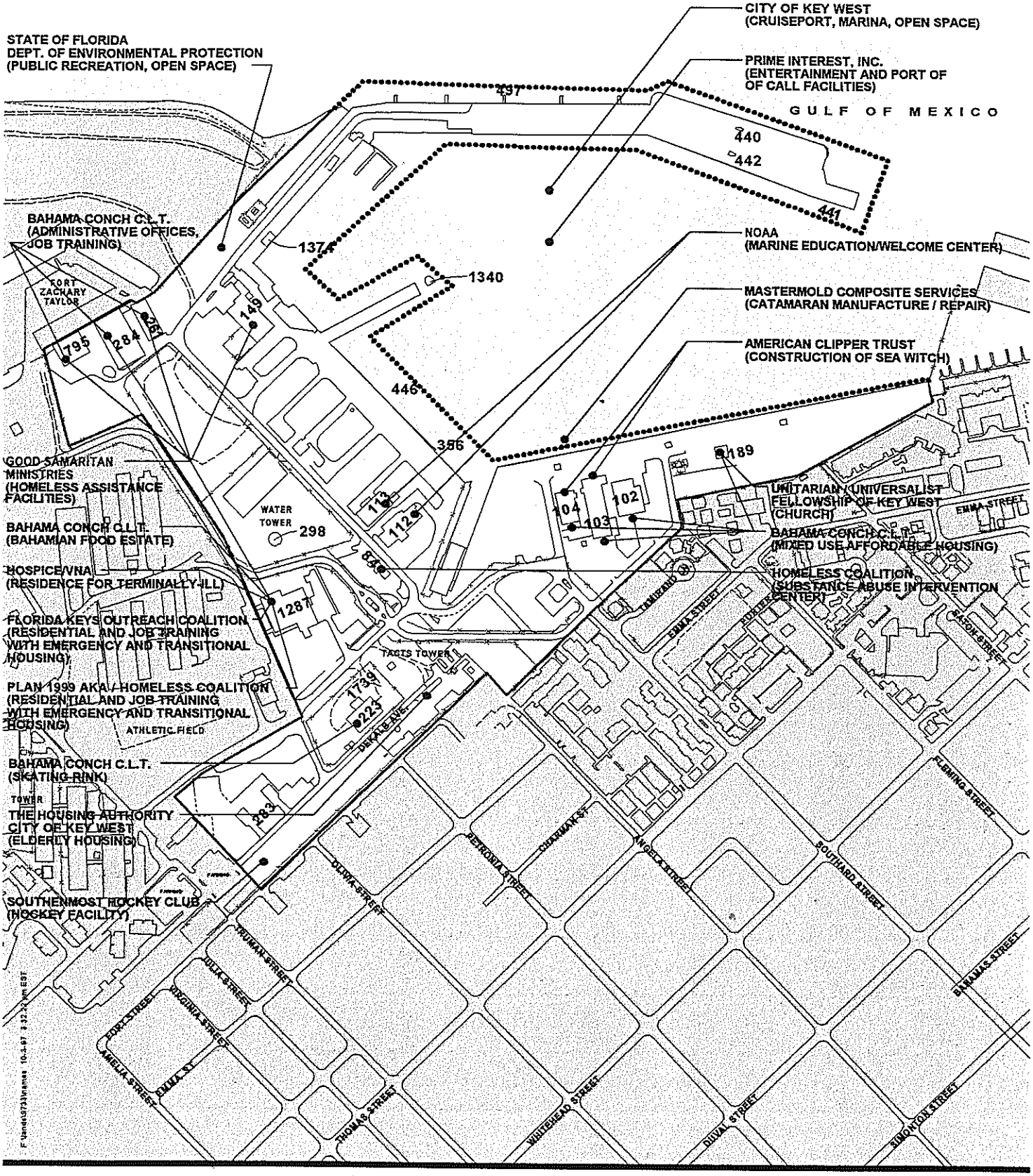
There were a total of thirty-five (35) responses to the City's advertisement (see Figure VI.18, Notices of Interest - Truman Waterfront). The Truman Waterfront NOIs are summarized below as well as the manner in which proposed plan addresses the NOI.

NOI's Submitted for the Truman Annex site include:

#1 City of Key West -Site including Outer Mole and Seminole Battery - For cruise port, marina and related land-side uses, public open space and other activities as determined during the planning process.

City owned & operated cruiseport, marina, related landside uses, & open spaces are proposed in the plan.

#3 Good Samaritan Ministries - a) Enlisted Dining Facilities; b) Fire Station; c) DMRO Building - To provide "shelter, counseling, and basic living needs for the homeless". (Note: the NOI does not distinguish the use of each site).



Legend

PROPOSED EXCESS PROPERTY BOUNDARY (PARTIAL)

Figure VI.18
Notices of Interest
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Graphic Scale

BERMELLO AJAMIL & PARTNERS INC.

#4 Dept. of Environmental Protection Div. of Recreation and Parks - "Property adjacent to the Fort Zachary Taylor State Historic Site...additional management area around the Fort... including the Fort's original main sally port..." To: provide correct historical interpretation of the Fort and allow the opening of the Fort's traditional access; allow routine maintenance on the outside of the Fort; provide enhanced public recreation opportunities such as a pedestrian and bicycle path from the entrance to the Fort; and, ensure the right to future ingress and egress via the current 50-year easement from the navy currently held by the State which provides access to the park.

The final plan calls for the expansion of the historical site property and opening of the traditional site access. The area adjacent to the existing 50 year easement (requested in the NOI) is no longer needed by the State. Proposed plan does not yet call for enhanced recreational opportunities (pedestrian and bike path).

#5 MasterMold Composite Services - "...some portion of the waterfront so that the business could have boats lifted in and out of the water; interested in putting up a floating finger dock for in-the-water repairs and to dock vessels awaiting repairs; leasing one or more of the existing buildings and/or leasing a 20,000 sq. ft. area to have the same activities under semi-permanent shelters; having a float-on-board hauling trailer that would operate on the existing ramp and deliver vessels to/from his yard...also manufacture catamarans on a semi-custom basis."

Boat repair and construction facilities are proposed in the plan as part of the professional marina.

#6 American Clipper Trust, Inc. A.K.A. International Historical Watercraft Society, Inc. - "...Particular area of interest includes buildings #104 and #103, and the launch ramp. Request use for a temporary basis for two-years to construct a replica of the American Clipper Ship SEA WITCH for the upcoming California Sesquicentennial...construction of the vessel as a public attraction for Key West, and continuing public relations project.

Ship construction activities are consistent with proposed uses for the professional marina. Buildings 103 and 104 are proposed for demolition; existing launch ramp is proposed for inclusion in public marina.

#7 Bahama Conch Community Land Trust - a) Part of the Pier, and access to buildings 1374 and 4080 and adjacent property, to "create an environment that will encourage entrepreneurial opportunities for locals...relaxation/fun for local families; encourage visitors from Bahamian-Caribbean islands...fishing."; b) DMRO Building - to house the administration offices and job training component of a Transportation Economic Development Project; c) Enlisted Dining Facility to create a Bahamian food establishment. Project could also provide job training in Culinary arts for youth; d) Building 223 to create a skating rink and recreational area for youth; e) Buildings 102, 103, 104, 189 to be developed into a mixed use affordable housing project to accommodate moderate income families.

#8 Unitarian/Universalist Fellowship of Key West - Navy Building # 189 (1596 SF), second choice Building # 84 (1957SF) - to relocate/create the church including: "...regular services (Sundays), religious education (weekdays), social concerns meetings, church meetings and

social events, possible rental space to other social, philanthropic and nonprofit groups, and possible safe zone for the homeless".

Although the Truman Waterfront Reuse Plan does not include as a compatible use a site for a church facility, the Poinciana Housing Reuse Plan, includes a "church/hurricane shelter".

#9 Southernmost Hockey Club - To utilize vacant surplus property between Fort Street and the east side of the bunkers to construct a second facility (current skating facility on City of Key West High School property off Bertha Street). Possible in-line hockey camp or school in the future.

Affordable housing, consistent with historic Key West styles, is proposed in this area to meet housing needs expressed in public forums.

#10 Hospice/VNA of the Florida Keys, Inc. - Enlisted Dining Facility, although other parcels referenced including: 10 storage buildings, 9 other structures, bomb shelter, Fire Station, Port Operations building, NEX Branch, and easements. To create a hospice residence for terminally-ill patients of Monroe County.

This organization has officially withdrawn its request for these properties.

#11 Schooner Wharf Bar A.K.A. Key West Seaport, Inc. - Waterfront property at Truman Annex with adjacent upland storage - Intended use for commercial shipping and related activities.

Non-cargo, port-related activities are proposed for adjacent upland areas at the Truman waterfront.

#12 Florida Keys Outreach Coalition, Inc. - Mess Hall Building # 1287 for a drug-free, monitored, residential and job training program; supervised emergency and transitional housing; operation of a gourmet food processing business specializing in native products; hands-on experiential training programs (food service, tourist industry, product distribution, marketing, hydroponics, trade apprentices); offices on site for all community support services. Integral component will be the ability to offer: showers, laundry facilities, phone service, outreach and information. Mini-Mart Building # 84 for development of a Substance Abuse Intervention Center - serving as an emergency shelter and support services for homeless substance abusers.

This Provider is a member of the "Plan 1999" Coalition, and has identified as a priority, the needs of homeless women with children. This NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35). The use of the Mess Hall building, as a residential homeless facility, is not deemed compatible with the Truman Annex Plan. Negotiations are under way between the "Plan 1999" homeless providers and Bahama Village representatives, for a potential economic development initiative that would include the establishment of entrepreneurial businesses, job creation, training in all areas of business and the use of anticipated profits as a funding source for social (homeless) services.

#20 The Housing Authority of the City of Key West, FL - Supplemental NOI for the Fort Street adjacent Naval properties (land/not buildings), in conjunction with the construction of replacement units, also feasibility of an elderly housing center. "Also within Plan 2000 was the acquisition of the existing Key Plaza apartment complex and the need for new elderly housing."

The LRA will negotiate the transfer of the Poinciana site contemplating a "Homeless Assistance Conveyance" at no cost, for the buildings outlined in the Plan which are designed to serve the Continuum of Care for the Homeless. The LRA will maintain fee simple title to the entire site. The LRA then proposes to enter into a "master development agreement/lease (i.e. a long-term, nominal lease agreement) with the KWHA for the entire Poinciana site (less the portion for the Parks Service), which will stipulate the terms of sub-leasing with the Continuum of Care Homeless Providers for those services designed to meet the "gaps" existing in Key West. The lease will include specific allocations of units at Poinciana (or other comparable sites acceptable to the LRA), that the KWHA must make, and keep available to address the needs of the homeless.

#25 Key West Alliance for the Mentally Ill (KWAMI) - Mess Hall - "KWAMI looks forward to joining with Florida Keys Outreach Coalition (FKOC) and the U.S. Fellowship of Florida (The Heron), in carving out office space and spaces designated for meetings and social activities...". Note: NOI does not distinguish the different uses for Poinciana and Truman Annex, but refers to the "Plan 1999" submission. The NOI has a notation to see FKOC's plan for the Mess Hall in Truman Annex (See NOI #12).

Note: NOI does not distinguish the different uses for Poinciana and Truman Annex - but refers to: "Plan 1999" submission (NOI #35), FKOC's plan for the mess hall in Truman Annex (See NOI #12), and The Heron's plan for the apartments at Poinciana (NOI #23). NOI states "... a four-bedroom apartment would meet all of our business needs and would include a drop-in center, managed by a consumer of mental health services with volunteers assisting the operation."

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35)

#34 Prime Interests, Inc. - Truman Waterfront - for "waterfront destination entertainment, employment and Ports of Call facilities....Private development opportunities....Above and beyond the cruise uses, opportunities exist inside the basin for cruise ferry, transient vessels, amenity concession vessels and recreational marine uses.....until a Master Plan is developed, only a very general description of proposed uses can be provided.

The following requested uses have been incorporated into the proposed plan: cruise facilities, ferry operations, and recreational marine uses (public marina).

#35 "Plan 1999" Key West Comprehensive Community Plan A.K.A. The Homeless Coalition - Mess Hall Building # 1287 - provides a perfect environment for a drug-free, monitored, residential and job training program. Supervised emergency and transitional housing; operation of a food preparation business serving the institutions of Key West and Monroe

County (schools, hospitals, convalescent care centers, etc; operation of a gourmet food processing business; hands-on experiential training programs; offices on-site for the use of all community support services."Mini-Mart Building #84 - "provides a suitable space for a "Substance Abuse Intervention Center" modeled after the Turning Point prototype program in St. Petersburg, Florida. Serving as an emergency shelter and support services for the homeless substance abusers in Key West .

The City of Key West will enter into a master development agreement /lease with the Key West Housing Authority (KWHA), which will stipulate the terms of sub-leasing with the "Plan 1999" Continuum of Care Homeless providers, for those services designed to meet the "gaps" existing in Key West.

NOI #3 - Good Samaritan, and NOI #32 -Samuel's House, have now joined the "Plan 1999" Coalition, so that all homeless service providers that originally submitted NOI's, are now fully represented by the Homeless Coalition.

J. Implementation

1. Conveyance

Conveyance of the base properties is initiated by the Department of the Navy (Navy) concurrent with the LRA's base-wide reuse planning activities. The goal of conveyance is to place property no longer needed by the Federal Government into uses that benefit the community. This section provides general information on the conveyance process, and then summarizes conveyance types which appear to apply to the BRAC sites.

Disposal Decision

In cases where an Environmental Impact Statement (EIS) is required for the release of surplus federal properties, disposal decisions are made through the issuance of a disposal Record of Decision (ROD). The ROD is typically issued by the secretaries of the Military Departments not earlier than 30 days after the publication of the Final EIS. However, in other cases, where only an Environmental Assessment (EA) is required, surplus property disposal decisions are made through the Finding of No Significant Impact (FONSI). Once completed, the FONSI becomes integrated into the Navy's disposal plan, which outlines specific information relating to the disposal decision. It is currently the Navy's intention to conduct EA's for the Key West surplus properties.

Disposal Implementation

Disposal decisions are typically implemented by one of two documents:

1. A quit claim deed from the Military Department or other Federal Agency sponsoring public benefit conveyances (e.g., airport, park, port) when environmental cleanup is complete; or,

2. A long term lease in furtherance of conveyance for contaminated parcels that have not yet been remediated.

Under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), the transfer of title, like with an interim lease, is contingent upon the completion of the Environmental Baseline Survey (EBS), which characterizes the state of contamination on the site, and the Finding of Suitability for Transfer (FOST), made by the military department in consultation with either the EPA or the State. The FOST specifically includes a determination that the remedy for on-site contamination has been selected, constructed, and placed in operation. With the amendment of Section 120(h)(3) by Section 334 of the 1997 Defense Authorization Act, contaminated property ***may*** be transferred so long as cleanup timetables and commitments are in place, and the regulator has given its approval.

For contaminated parcels which have not yet been remediated, ***effective use*** occurs via a "long-term lease in furtherance of conveyance." When cleanup on these parcels is eventually completed, the long-term lease will terminate, and the deed will become effective for each particular parcel of land.

Transferal of Surplus Property

Community acquisition of surplus base property can occur via a variety of available methods which may include:

- Public conveyances;
- Homeless assistance conveyances;
- Negotiated sales;
- Advertised public sales;
- Economic development conveyances; and,
- Interim leases.

Each method is described below.

Public conveyances. While military property can be sold through a negotiated sale to a local government or private business, or at public auction, it can also be transferred at reduced cost to various entities as part of a "public benefit, transfer." This type of acquisition is used for parcels which serve a public purpose: airports, education, health, historic monuments, ports, parks and recreation. Typically, a Federal agency with specific expertise in a conveyance category is authorized to serve as a sponsoring or approving agency (ie. National Park Service for recreational lands). Recipients approved under this type of conveyance may be eligible to receive the surplus property at a substantial discount (up to 100% of fair market value), following consultation with the appropriate agency.

Homeless assistance conveyances. This type of acquisition is applicable in cases where the LRA's redevelopment plan has met HUD's criteria for meeting local homeless needs. With Navy approval, surplus properties can be conveyed directly, at no cost, to a homeless provider or to the LRA.

Negotiated sales. Surplus properties under this acquisition scenario are negotiated to public bodies for public purposes at the property's fair market value, with negotiable payment terms.

Advertised public sales. This type of acquisition method is used to sell the property to the party that submits the highest bid, provided it is not less than the property's fair market value.

Economic development conveyances. Surplus properties can also be conveyed specifically for job creation purposes. Under an economic development conveyance (EDC), an LRA (and only an LRA) can request the sale of military property at or below fair market value to spur economic redevelopment and long-term job creation. However, this discount applies particularly to regions severely affected by multiple base closures. Key West's strong tourist-based economy will likely buffer the community from a severe economic downturn. Moreover, the burden of proof lies on the LRA to justify the use of an EDC in place of a public benefit conveyance or negotiated sale. To apply for any conveyance, the LRA must first complete and submit its base reuse plan, and then must add within a few months a justification for use of an economic development conveyance.

Interim Leases. Actual transfer of military real property is encumbered by a great deal of

time consuming process, analysis, and public review; transfer of title may not happen for two years or more. Interim leases options can be an effective option for quickly making use of the property for job creation purposes.

Section 2667(f) of Chapter 10 of the U.S. Code grants explicit authority to lease property at closing bases to the LRA, at or less than fair market value, as a means of promoting job growth. The interim lease allows the property to be used as promptly as possible prior to full implementation of the base reuse plan. The interim leases work in cases where the new business tenant can adapt to a vacated facility at low cost.

Related Issues

The disposal and reuse decision making phase encompasses a variety of related issues and processes. The following key items will need to be examined more closely as the base reuse planning process continues:

- Planning the provision and financing of utility services;
- Funding sources for acquisition and maintenance;
- City's reversionary rights to any property formerly granted to the Navy; and,
- Federal interagency land use agreements/obligations.

Conveyance Options

Due to the variety of uses proposed for the Truman Waterfront site, it appears that more than one type of conveyance mechanism may be appropriate. The following table outlines each conveyance type, proposed uses which might fall within the conveyance, possible title holders, and remarks on site constraints and opportunities. Generalized conveyance areas are shown on the following graphic (see Figure VI.19). More detailed information on regulatory constraints and economic issues are provided elsewhere in this document.

TABLE VI.12
TRUMAN WATERFRONT CONVEYANCE OPTIONS

Conveyance Method	Cost	Uses	Potential Title Holder	Remarks
Port	Public Benefit - No Cost	Cruise Berths; Safe Berthing Area; Ferry Operations; Light Industrial; Ships Way (boat slip); portions of Harbor walk	City of Key West, via The Maritime Administration	Strong public benefit through job creation/economic development in maritime industry. Site is constrained by utility easements. Uses will be restricted to port uses.
Historic Monument Transfer	Public Benefit - No Cost	Addition to Fort Zachery Taylor; (FZT) Seminole Battery.	State of Florida for FZT; City of Key West for Seminole Battery. Via National Park Service.	Historic and environmental preservation; parks and recreation.
Park Land and Recreation	Public Benefit - No Cost	Portions of Harbor Walk; pocket parks and open space areas; waterfront park.	City of Key West Via National Park Service	Constraints created by existing structures prevent other uses in pocket areas; need for compatibility with existing residential areas; height restrictions; general public benefit.
Social Services/ Economic Development (Bahama Village)	Homeless No Cost/ Negotiated	Mixed use areas; marketplace; social services/economic development.	City of Key West	Site constraints affect value; discount per job creation.

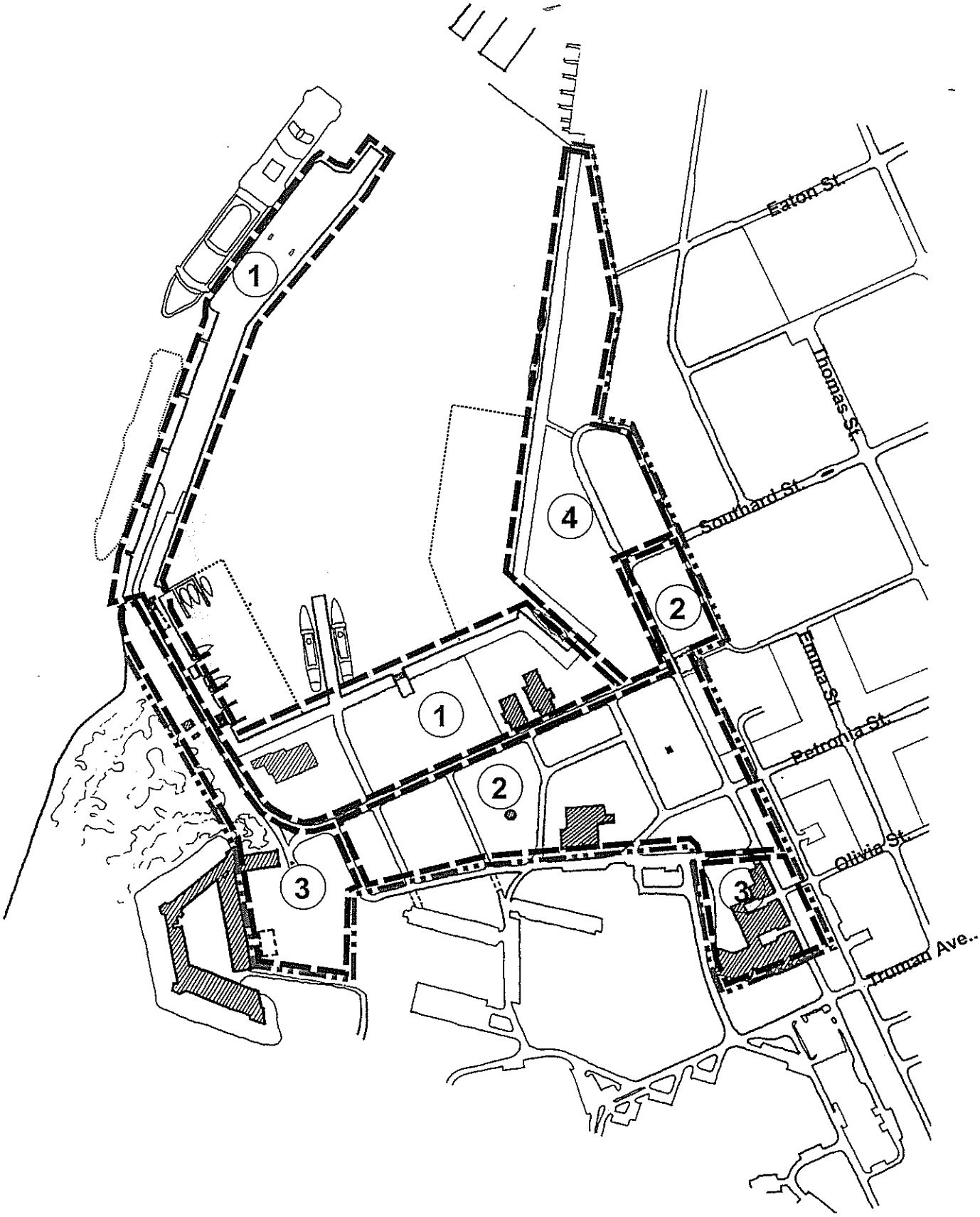
Actual conveyance methods, in addition to decisions on site bundling, will be negotiated as the BRAC process continues.

2. Financing Options

Base redevelopment costs are large and extend over a long period of time. A substantial public subsidy in the near to medium term is essential to achieve long term success. Most large bases will take decades to be fully redeveloped in the current real estate market. In the meantime, the property must be maintained, services and utilities must be provided to users and residents at the base, and the operating costs of a large scale development project must be funded. With limited users and limited tax and fee revenue, operating deficits are likely to continue for many years.

Infrastructure investments are also needed to prepare the site for reuse. These typically include utility, road, water and sewer improvements, and building renovation and demolition. Although some of these investments can be phased. Large expenditures will be needed early on before there is revenue.

Several methods of financing are available to the Local Redevelopment Agency (LRA) to implement the development of the Truman Waterfront of the Key West Base Reuse Plan.



Legend

- SITE BOUNDARY
- (1) PORT
- (2) ECONOMIC DEVELOPMENT / PARKLAND & RECREATION
- (3) HISTORIC MONUMENT
- (4) PARKLAND & RECREATION

Figure VI.19
Potential Conveyance Areas
TRUMAN WATERFRONT
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO - AJAMIL & PARTNERS • INC.

The potential funding sources are outlined and described below.

Federal Sources

Once a community has completed its base reuse plan, it will need to access federal funding for implementation. Potential federal funding for may be available from a variety of sources. Selected available public sources are summarized below:

- Intermodal Surface Transportation Efficiency Act (ISTEA -Federal Highway Administration (FHWA) provides these funds and they can be utilized to improve transportation means, especially alternate methods of transportation, such as mass transit and pedestrian/bicycle transportation. The FHWA also provides direct funding to states for highway and road construction. The annual grants are funded through the Surface Transportation Program and then distributed by the states to appropriate projects. Other relevant programs include the National Recreational Trails Program, which is authorized to distribute grants to states from a trust fund. The monies are to be used to create and link scenic and recreational trails.

- Defense Adjustment Grants - are provided by the Department of Housing and Urban Development (HUD). The 1992 Housing Act authorized HUD to provide grants to local governments in non-entitlement areas, such as Key West, for economic adjustment activities related to the defense draw down. However, the monies are primarily for off-base impact planning, and are not to overlap with base reuse efforts.

- Community Development Block Grant (CDBG) Small Cities Program - the Small Cities Program helps local governments effectively implement development activities to stop and reverse community decline and restore community vitality. The primary purposes of the program is to maintain viable communities, revitalize existing communities, expand economic and employment opportunities, improve housing conditions, expand housing opportunities, and provide benefits to low- and moderate income people. The Community Development Block Grant Small Cities Program (CDBG) continues to be a source of discretionary redevelopment funding for base reuse projects. Often, CDBG funds have been used as part of the community's 25 percent match for EDA funding and other direct grants. The funds can be used to purchase, develop or rehabilitate facilities to serve the public, including facilities like roads, utility lines and parks, as well as housing and some industrial stock. However, funds cannot be used to cover operating and maintenance expenses. Grants average $240,000 per project.

- Home Investment Partnerships Program (HOME) - HOME provides state and local governments the opportunity to administer federally-funded rental and home ownership programs in accordance with the goals of their state Consolidated Plan. HOME funds may be used for housing rehabilitation, new construction, land acquisition, site improvements and tenant-based rental assistance for both single-family and multifamily housing. Both very low- and low-income persons may benefit from this program.

- Federal Mortgage Insurance Programs (Multifamily Insured and Direct Loans) - private housing developers can also take advantage of programs such as the Section 202 Program for the elderly or the Section 811 Program for persons with special needs.

  Section 202 - Supportive Housing for the Elderly - under the Section 202 Program, eligible private nonprofit organizations receive capital grants to finance the construction or acquisition of rental housing for senior citizens. An advance is available that is interest free and repayment is not required so long as the housing remains available for very low-income elderly people for at least 40 years. Project rental assistance covers only the difference between the HUD approved operating cost per unit and the amount the resident pays. Eligible households include very low-income households of one or more persons, at least one of which is 62 years of age or older.

  Section 811 - Supportive Housing for Persons with Disabilities - under the Section 811 Program, funds are available to assist private nonprofit organizations to construct, acquire and/or rehabilitate supportive housing for people who have disabilities. HUD provides a capital advance that bears no interest and may be used for construction, acquisition, and rehabilitation. These funds do not need to be repaid so long as the housing remains available for at least 40 years for very low-income persons with disabilities. HUD also provides project rental assistance payments to the property owner to cover the operating cost of the project. Supportive services must be provided for residents, including health, mental health, and other special needs. Supportive housing can be either group homes or independent living facilities that are designed to accommodate the special needs of residents and provide support services.

- Low-Income Housing Tax Credit (LIHTC) - is part of the 1986 Tax Reform Act and allows corporations to finance housing developments to receive a dollar for dollar reduction in income tax liability in exchange for the developer's acquisition and substantial rehabilitation or new construction of low-income rental housing. Lenders are secure in providing bridge, construction and permanent financing since the tax credits are available and designed to pay down the loans.

- National Trust for Historic Preservation - the National Trust is a private, non-profit organization chartered by Congress that makes loans and grants available to its members for historic preservation. The most relevant program is the National Preservation Loan Fund (NPLF). This program provides below market-rate loans and lines of credit for acquisition and rehabilitation of properties listed on the National Register of Historic Places. Up to $150,000 is available for each site-specific project loan, which must be paid back within five years. Up to $200,000 is available in revolving loan funds for each project. Each loan requires a one-to-one match by a non-profit or public agency. The Trust annual operating budget is generally between $25 and $30 million.

Federal Historic Investment Tax Credit

Although not a program per se, Historic Investment Tax Credits (ITC) of 20 percent are available on certified historic rehabilitation projects. This credit would benefit the reuse of historic buildings.

State Sources

- Florida Coastal Management Program - funds innovative coastal projects and eligible applicants include specified state agencies, public and private colleges and universities, water management districts, regional planning councils, port authorities, Indian tribes, and coastal municipalities and counties. This funding cycle will begin July 1, 1998, and will end June 30, 1999 and application packets will be available on August 1, 1997 from the Florida Coastal Management Program. Approximately $1,500,000 may be available for eligible projects. This funding is made available, in part, by a grant from the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce, and funded projects must meet federal, as well as state, guidelines for funding. All projects will require one hundred percent (100%) matching contribution; however, either cash or in-kind services may be used. No federal funds may be used to meet the matching requirement. All projects must be designed for completion within 12 months and have a well defined, implementable end project. Such innovative projects include the development of implementation tools, as well as small capital improvement projects, related to coastal management. Priorities for funding will be based upon the following issues and projects: hazard mitigation; access to coastal resources; working waterfront revitalization; and ocean resource management.

- Affordable Housing Guarantee Program - the program was created to stimulate creative private sector lending activities to increase the supply and lower the cost of financing or refinancing eligible housing; create security mechanisms to allow lenders to sell affordable housing loans in the secondary market; and encourage affordable housing lending activities that would not have taken place, or serve persons who would not have been served but for the creation of this program. This program serves very low and low-income persons.

- Rental Housing Bond Program - the program uses both taxable and tax-exempt housing revenue bonds to make below-market-rate loans to developers of apartment projects who agree to set aside at least 20 percent of the project units for rental to very low-income persons. The remaining 80 percent of the units can be rented at market rate. This program offers a stable source of below-market-rate loan funds to encourage nonprofit and for-profit developers to construct and rehabilitate rental housing projects that offer affordable units.

- Predevelopment Loan Program (PLP) - the Predevelopment Loan Program provides loans and grants for site acquisition and development of housing for very low-income, low-income, and farm worker families through ownership or rental opportunities. Assistance may include professional fees (such as engineering, architectural, surveying and consultant costs), as well as other fees incurred in land development (such as marketing and feasibility studies). Local governments, housing authorities and nonprofit corporations are eligible to apply for loans up to $500,000 and grants up to $26,000.

- State Housing Initiatives Partnership Program (SHIP) - Monroe County is a recipient of SHIP funds from the State of Florida. SHIP channels a portion of the revenues from the documentary stamp tax increase directly to counties and entitlement cities for affordable housing activities including home acquisition, construction, rehabilitation and emergency repair.

- State Apartment Incentive Loan (SAIL) Program - this program uses State appropriated funds to provide construction/permanent financing for rental projects. The terms are a 15-year, non-amortizing loan made at a 9% interest rate with a 3 % base rate. The project is reviewed on an annual basis to determine if the cash flow of the project is sufficient to pay the rate. The interest payments may be deferred based on this cash flow capability. At the end of the 15 year term, the principal balance and any deferred interest become due. A waiver may be granted for the deferred interest portion. The developer of the project, who is the direct recipient of the funds, must sign a land use restriction agreement to keep the units affordable.

Local Sources

- Tax Increment Revenues - one method that uses tax revenues for redevelopment is the tax increment financing method provided for in the Community Redevelopment Act of Part VI Chapter 163, Florida Statutes. The Act provides for public-private redevelopment efforts in designated slum and blighted areas. The Act authorizes various redevelopment activities, including but not limited to, tax increment financing. This provision allows the redevelopment agency to collect all increased tax revenues generated by redevelopment. The tax base is frozen in the base year for county, city and other taxing authorities so that they will not receive any less taxes than they currently collect. All tax revenues above that figure will go for the retirement of the revenue bonds and the completion of the project. After the bonds are retired, the tax increment provision is rescinded and all taxing authorities will then receive all the revenues from the collection of the taxes.

  The tax increment method has a number of advantages including: it enables the City to raise new revenue without new taxes; it enables the City to redevelop an area without depleting general revenue; a variety of improvements can be done; tax allocation bonds are not included in the

City's general debt obligations; new development is financed from its own increase in property taxes and not other areas; once the bonds are retired, the full tax base is available to the City; and, no public referendum is required, since the debt is not part of City's debt limitation. The disadvantages include: the expected tax increment may not be achieved, leaving the City with new debt; the CRA area requires economic generators to create a tax revenue increase; a long term perspective is required to achieve results; the process is real estate market dependent; there is no increase in the available tax base until the bonds are retired, so taxpayers outside the project area indirectly subsidize any increased service needs during this period; and the TIF bonds are more expensive than general obligation bonds, since the former is not backed by full faith and credit of City.

The tax increment method potentially could provide the best source of funds for the Base Reuse Plan. Considering that the property is currently tax-free due to its status as a Federal property, the tax increment plan could be made to work in a most effective manner. The repayment of the bonds could be achieved in a short time frame, enhancing the success of the project.

- Redevelopment Revenue Bonds - Florida Statute 163.385 allows the City of Key West or the City's Community Redevelopment Agency (CRA), to issue revenue bonds to finance redevelopment actions, with the security for such bonds being based on the anticipated assessed valuation of the completed community redevelopment. In this way, additional annual taxes are generated within the Community Redevelopment Area, and the tax increment is used to finance the long-term bond debt. Prior to the issuance of long-term revenue bonds, the City (or the Community Redevelopment Agency) may issue bond anticipation notes to provide up-front funding for redevelopment actions until sufficient tax increment funds are available to amortize a bond issue.

- General Obligation Bonds - the City of Key West may also issue General Obligation Bonds. These bonds are secured by debt service millage on the real property within the City and must receive voter approval.

- Special Assessment Districts - the City of Key West could also establish special assessment districts for the purpose of funding various neighborhood improvements within an area or for the construction of a particular project. This option must be carefully weighed however, in light of the number of low- and moderate-income households that may be affected.

- Industrial Revenue Bonds - industrial revenue bonds (IRBs) may be used to finance industrial, and some commercial projects. The primary emphasis on such projects is the creation of jobs, and as a consequence speculative ventures are not normally financed by this means. Such bonds are typically issued by the county, with repayment pledged against the revenue of the private enterprise being funded. IRB's are tax exempt and consequently are several percentage points below prevailing interest rates. Such financing

has been used effectively in South Florida.

- Regulatory Incentives - The City of Key West could create regulatory incentives, such as transfer of development rights, (TDR), to encourage development in base reuse areas. TDRs could be allowed from conservation lands, such as the salt ponds, to areas where development is encouraged.

Private Sources

- Rents - there are several buildings that can be leased to private operators or existing users who will pay rent to the City or the LRA after conveyance. These rents could provide funds for operation and maintenance of the property. The monies collected from these leases will not provide a large amount of funds. However, the rents may enable the management agency to continue to function and carry on the planning of the property.

- Sale of Property - certain parcels of the site will be suitable for sale to private developers for specific uses. The sale of these parcels should be made at the prevailing market rates in the community.

- Private Financing - the LRA could also consider obtaining funds through loans from private lending institutions. With commitments by developers to obtain portions of the site for development, certain lending institutions could be persuaded to invest in the project by making development loans to the LRA. All loans should be backed by those commitments to insure the ability to repay the loan. One drawback of this method is that the interest rates would be higher than revenue bonds. However, private loans would be more expedient and less restrictive than revenue bonds.

- User Financing - under this alternative, the tenant makes the improvements in the property and those improvements are back-billed against the lease income. In other words, a reasonable pattern of repayment to the tenant for improvements in the facilities that typically would be made by the landlord is reflected in reductions, in the lease amount or the sale price.

- Special Financing Sources - a number of communities have been able to take over some of the housing that is immediately ready to market and have generated substantial operating profits. In others, joint ventures with developers who have the financial strength to finance front-end improvements has been an important source of overall financing. Installing, utility user metering can be a very important source of revenues, as well.

Conclusions

Financing of the project will entail using a combination of these funding sources and the degree to which any one source will be used will depend on the money markets at the time of development.

VII. POINCIANA HOUSING EXISTING CONDITIONS

A. Site Description

The Poinciana Housing Site is bounded on the north by Donald Avenue, on the east by 19th Street, on the south by Duck Avenue and on the west by other residential development. Dunlap Drive runs through the property and intersects both 19th Street and Duck Avenue.

This surplus property consists of approximately 36.2 acres of land (see Figure VII.A.1, Surplus Property Aerial Map). The Poinciana Housing site includes 50 residential buildings, totaling approximately 252,000 square feet, as well as a mangrove-encroached lake.

B. Historical and Cultural Resources

1. Summary of History

Records indicate that no major historical events occurred on this tract. Photographs taken in 1942 - 1943 indicate development on the site. During that time period the Army began construction on Meacham Field (later converted to civilian use as the Key West International Airport) and the development seen in the early photographs may have been associated with the airfield. The existing buildings on the site are 1960's vintage multi-family dwelling units.

2. Surface and Subsurface Archaeological Testing

The *Archaeological Survey of Key West Naval Air Station - Monroe County, Florida, 1996,* does not include any analysis of this tract.

3. Building Survey

According to the inspection conducted in *An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995),* the buildings are constructed from concrete block sitting on a concrete slab. The roofs are gabled with composite shingles and the windows are modern aluminum 4/4.

4. National Register Eligibility

Based on the findings of *An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995),* the tract is not considered eligible for listing on the National Register of Historic Places.

Legend

SITE BOUNDARY

Figure VII.A.1
Surplus Property Aerial Map
POINCIANA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO - AJAMIL & PARTNERS - INC.

March 1996 Source: Fairchild National

F: \ LANDPLAN \ KEYWNAS \ GRAPHICS \ POINCIANA-FIGURE IV.A.1.CDR

C. Urban Context

1. Urban Context Area

The Poinciana site is located in the heart of a predominantly residential area. Duck Avenue provides the main access to the site. An additional entrance to the site is located at 19th Street. There is a small community commercial area located directly in front of the site at Duck Avenue. This commercial area is undergoing remodeling. A number of vacant sites are located adjacent to the retail area. These are small sites will allow urban infill.

The site is bordered on the north by a drainage canal and a mangrove-lined lake. Donald Avenue parallels the north end of the site. Single family housing surrounds the site on all sides, with a large navy housing project located adjacent to the property (see Figure VII.C.1, Surrounding Land Uses).

D. Site Specific Conditions

1. Existing Site Land Uses

Land uses within the site are residential with additional open space that forms an integral part of the development. A small park within the site provides an amenity for persons residing within the complex (see Figure VII.D.1., Existing Functional Land Uses).

2. Existing Structures

There are 50 existing multifamily residential structures in the Poinciana Housing site. There are 212 housing units ranging from one to four bedrooms. They are organized around nine clusters comprised predominantly of five to six buildings per cluster (see Figure VII.D.2., Existing Structures).

Parking for the residential units is on a motor court at the center of each of the building clusters. A park is located at the center of the development. This open piece of land contains recreational activities for the complex.

3. Easements and Existing Rights of Way

The present internal street system allows access to the parking areas and individual residential units.

Legend

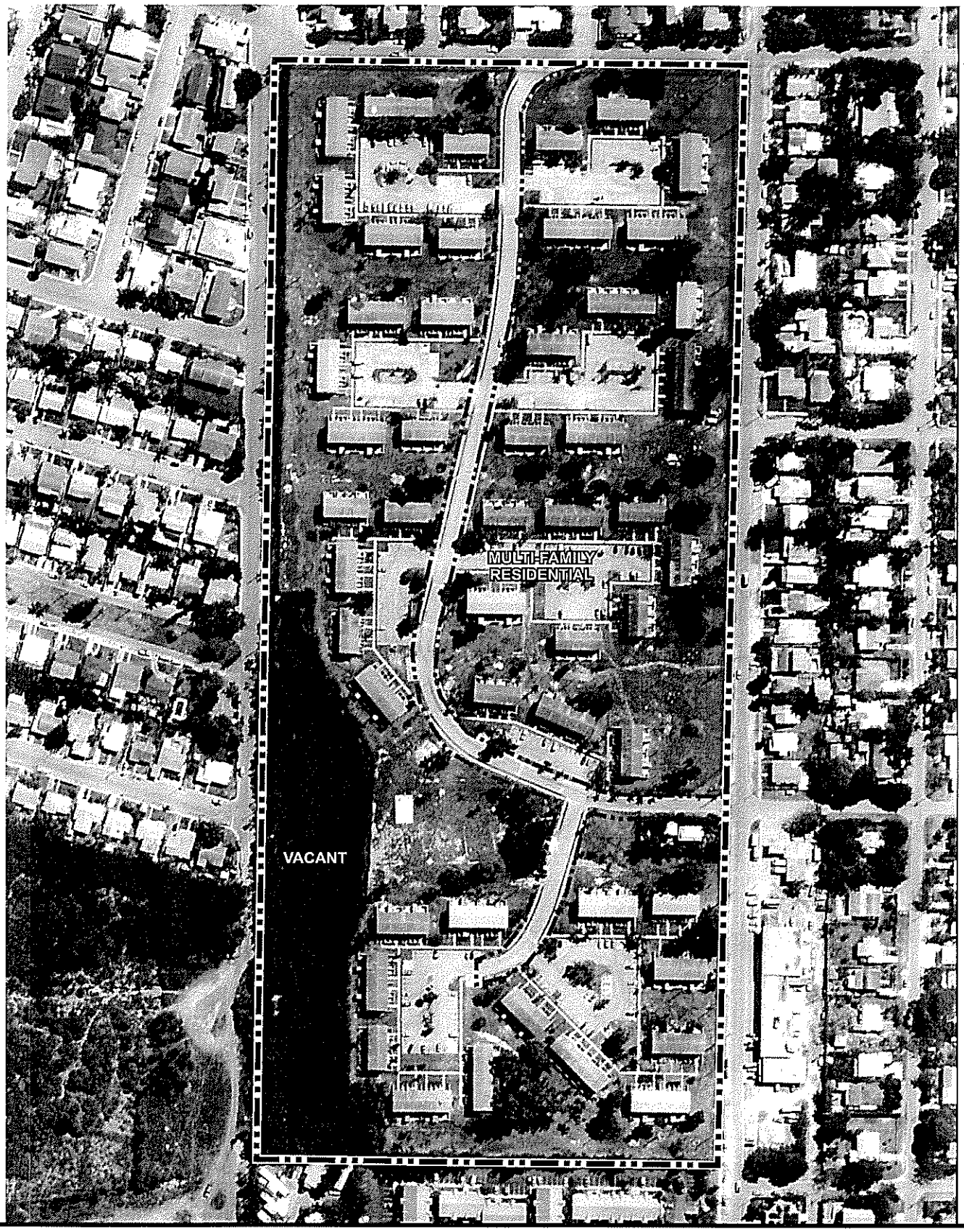
- SITE BOUNDARY
- OPEN SPACE
- LOCAL FEATURE
- MAJOR ROAD

Figure VII.C.1
Surrounding Land Uses
POINCIANA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

F: \ LANDPLAN \ KEYWNAS \ GRAPHICS \ POINCIANA-Figure IV.C.1.CDR



Legend

- SITE BOUNDARY
- OPEN SPACE
- ROAD

Figure VII.D.1
Existing Functional Land Uses
POINCIANA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

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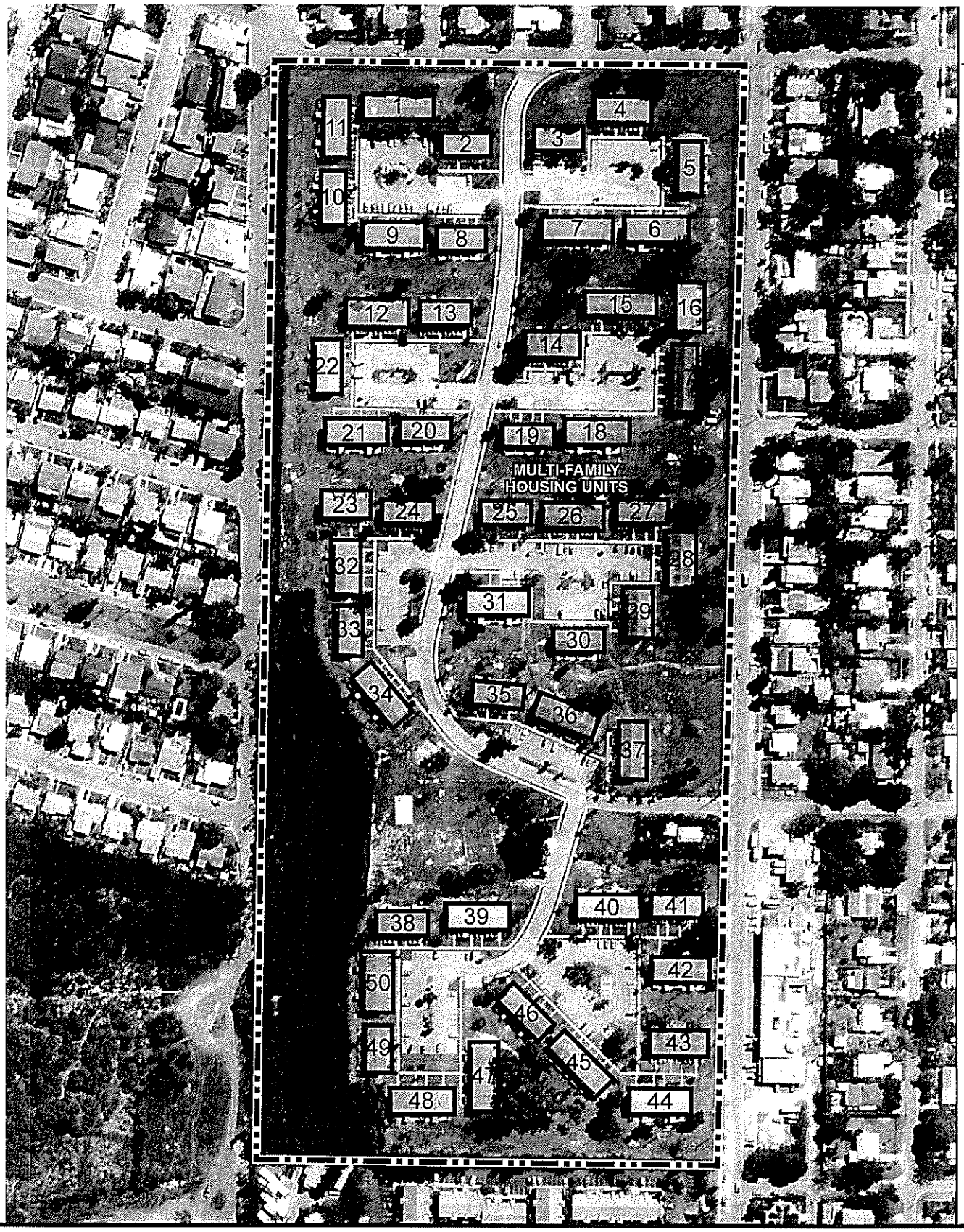

Legend

SITE BOUNDARY

Figure VII.D.2
Existing Structures
POINCIANA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

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4. Problems and Opportunities

Figure VII.D.3, Problems & Opportunities, summarizes the problems and opportunities identified in our analysis of the site. The project presents a number of opportunities which can be best summarized as allowing for the potential re- utilization or adaptive re use of the present investment in the site both in terms of infrastructure such as internal roadways and utilities as well as existing buildings. Additionally, vacant open space within the site offers the opportunity to be further utilized for the inclusion of additional housing units. An important opportunity offered by the site is its location within an established residential area which will provide a framework from which to strengthen the residential vocation of the site.

Preliminary evaluation indicates that there is strong potential for adaptive re use of the existing units within the site. Exterior visual observation of the units indicates that these units, appear to be in good condition, and would probably not require substantial investment for placement in the residential market. Roofs appear in good conditions, most windows and doors are not damaged or missing, and the landscaping around the units, although not lush, is well kept.

The low density utilization of the site and relatively abundant open space within the complex could be considered for the inclusion of additional residential units. The present configuration of the site of an operational and design concept could be used to orient the project towards the adjacent community.

A mangrove-lined lake located on the northern end of the site adjacent to the internal park presents environmental restrictions, yet could be used for passive recreation and/or for environmental education as an interpretive area.

E. Environmental Conditions

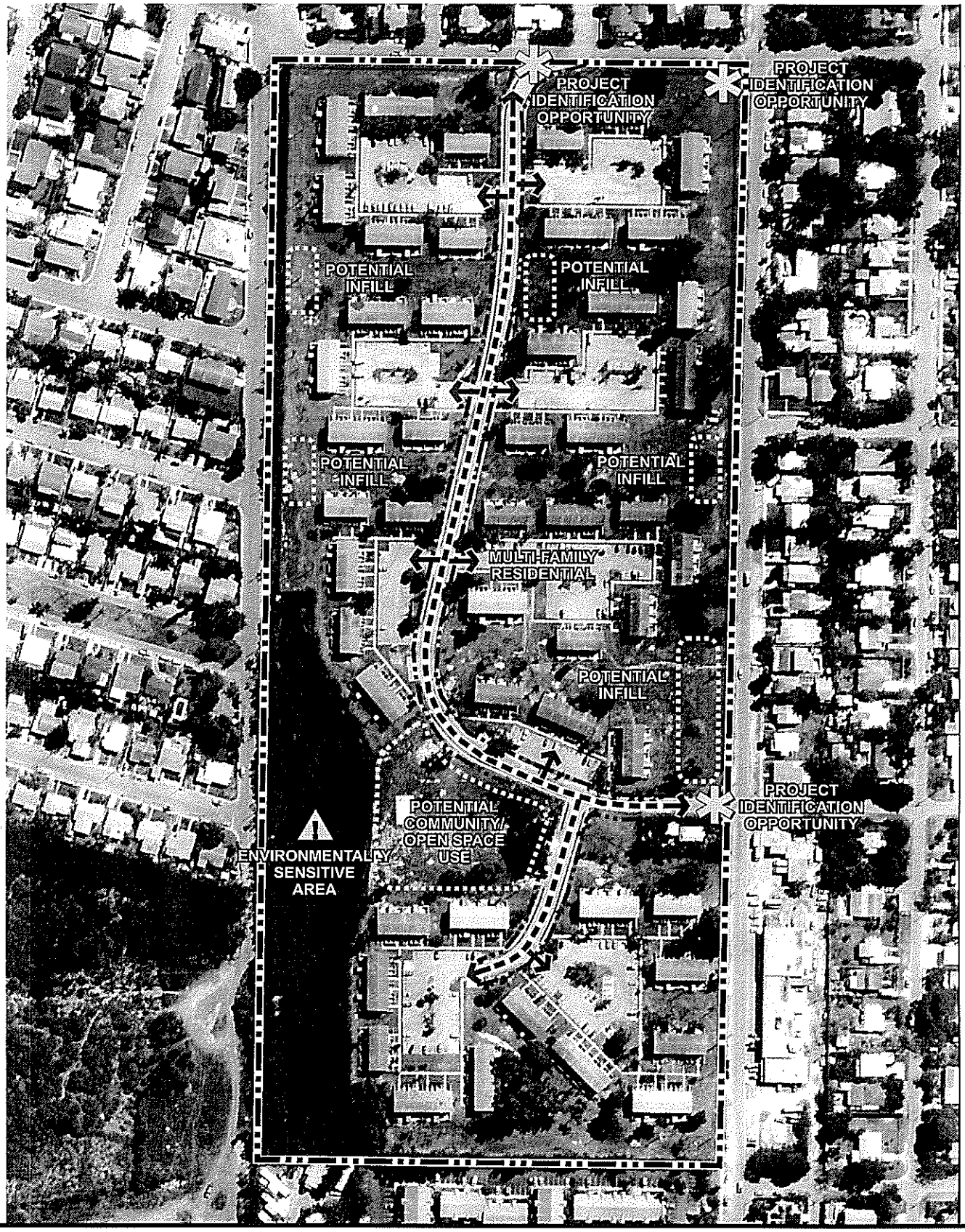
The following report section provides an overview of environmental conditions at the Poinciana Housing Site. This overview includes:

- Characterization of existing natural conditions, including vegetation, wildlife habitat value, protected species, and environmental regulatory issues;
- An overview of relevant coastal management issues; and,
- Identification of potential contamination issues.

1. Natural Conditions

a. *Ecological Features and Wildlife Habitat*

The Poinciana Housing Site contains a brackish water lake that has largely been filled by red and black mangroves and exotic species. The remainder of the site is residential development, with sodded lawns and scattered ornamental trees. Natural features at the Poinciana Housing Site are shown in Figure VII.E.1, Natural Conditions.



Legend

- SITE BOUNDARY
- OPEN SPACE
- ROAD

Figure VII.D.3
Problems & Opportunities
POINCIANA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

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Legend

- SITE BOUNDARY
- BRACKISH WATER LAKE
- MANGROVE FOREST

Figure VII.E.1
Natural Conditions
POINCIANNA HOUSING
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\POINCIANNA-FIGURE IV.E.1.CDR

Red mangrove (*Rhizophora mangle*) and black mangrove *(Avicennia germinans*) trees dominate much of the lake area in the Poinciana Housing Site. However invasive exotic species such as Brazilian pepper (*Schinus terebinthifolius*) and Australian pine (*Casuarina* spp.) are also becoming established. Both the lake and the mangrove areas contain debris and show other evidence of human disturbance.

The lake provides habitat for marine fish and invertebrates, as well as foraging habitat for wading birds.

b. Listed Species

No listed species were observed on the Poinciana Housing Site. However, the lake and mangrove forest could provide roosting and foraging habitat for protected wading bird species.

c. Regulatory Issues

Mangrove areas on the Poinciana Housing site are protected as jurisdictional wetlands by federal, state and local regulatory agencies; permits for alteration of this area may be required.

2. Coastal Management

Coastal management issues are largely irrelevant to the Poinciana Housing Site. No portion of the site is designated as a Coastal High Hazard Area. However, a small portion of the southeast corner of the site lies within the Class I Hurricane Evacuation Zone.

3. Contamination

The Poinciana Housing site is located within a residential community and has been developed with multi-family housing units and associated recreational areas. A draft Environmental Baseline Survey (EBS) has not been prepared by the Environmental Detachment, Charleston S.C.; however, preliminary information indicates that some buildings may contain asbestos materials. Once the EBS is available, environmental conditions and the site's classification will be included in an update of this report.

F. Transportation

Poinciana Housing is located to the east side of the island, away from the downtown area and the Historic District. The most direct access from the east is through Flagler Avenue then using either 19 Street, 18 Street, 17 Street, or 16 Street to the site. This route is non-congested. The roadway network serving the site from Flagler Avenue is a group of low traffic volume two-way, undivided local collectors. An alternative route from the north is through N. Roosevelt Boulevard, then Kennedy Drive and then Flagler Avenue. This route is also non congested. However, visitors coming from the west side of the city using Flagler Avenue will cross the intersections of First Street/Bertha Street and Flagler Avenue and Kennedy Drive and Flagler Avenue which are operating below the level of service standard.

The existing transit routes do not provide a direct access to the site. However, transit routes serve the area adjacent to the site, as shown in Figure III.F.3. On the other hand, the City of Key West Comprehensive Plan proposed a bike route along Flagler Avenue which will improve site accessibility without increasing vehicular traffic.

VIII. POINCIANA HOUSING REUSE PLAN

A. Land Use Plan

The plan for the Poinciana Housing property is presented in Figure VIII.1, Concept Plan. This plan represents the synthesis of ideas and design concepts generated through the public involvement process and the analysis of site opportunities and constraints.

The central goal of this plan is the reuse of structures located on the property, introducing limited infill development where appropriate. The public and design team also wanted to create an affordable, livable neighborhood that is well integrated into the surrounding community.

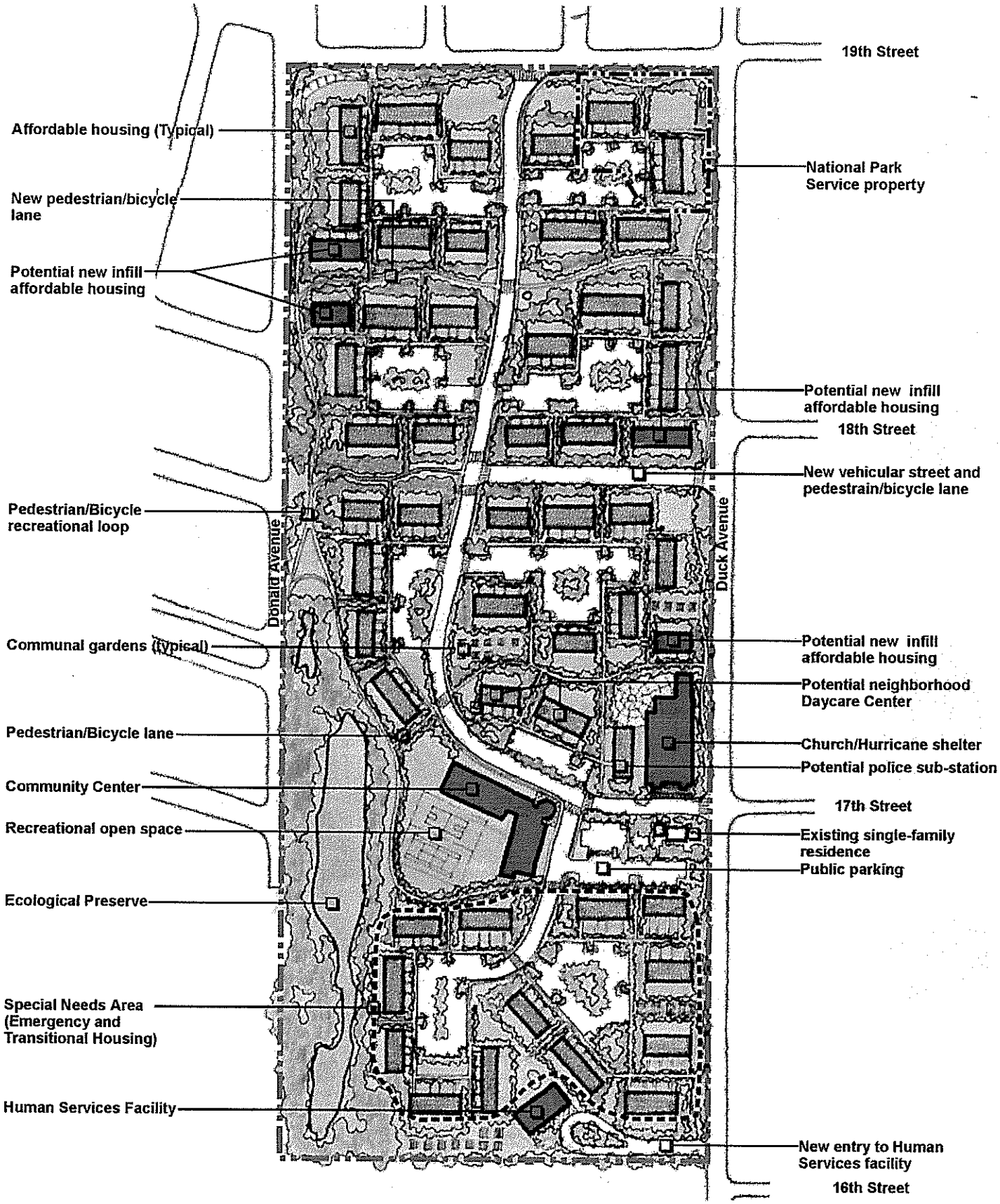
The site is divided into eight housing nodes, each focusing around a courtyard and parking area. Each housing node is envisioned to have design elements that make it distinct such as color or other existing features. In several of the nodes, new infill housing is introduced. A new human services facility with a separate point of ingress/egress is provided in the southwest portion of the site. Surrounding this facility are several buildings dedicated as transitional housing for the special needs populations. The total number of proposed dwelling units for the site -- including the area presently dedicate to the Park Service - - is 228 units; of these 16 are new infill.

Several new facilities are part of the plan for the Poinciana Housing site. A community recreation center, located near the center of the site, adjacent to the ecological preserve, would offer meeting areas, day-care, and recreation facilities for the neighborhood. This facility could also be designed as a hurricane shelter. Neighborhood services, such as a child day-care and a police substation could be provided in existing buildings southeast of the new community center. A church/hurricane shelter is contemplated for the vacant parcel southeast of the community center.

A third entrance should be introduced in the center of the site, connecting Duck Avenue to Dunlap Avenue. The purpose of this third entrance would be to improve neighborhood traffic circulation. This helps better integrate the site into the surrounding neighborhood, and eliminate the "gated" feel of the original military design of the development.

Lush landscaping is an essential component of this plan. It works to create definable spaces in building fronts and backyards as well as a major amenity for the complex. An ecological preserve is dedicated in the northwest corner of the site, preserving red and black mangroves growing in the area.

An extensive pedestrian and bicycle network is envisioned for the Poinciana Housing development. A wide, paved loop-course begins and ends at the new community center and ecological preserve and runs along the perimeter of the development. This course would serve as a major neighborhood amenity, offering a vita-course, jogging trail, and bicycling and in-line skating area. Bicycle and pedestrian sidewalks bisect the Poinciana Housing development at several points, expanding the range of access and opening the development to the surrounding community.



Legend

---- SITE BOUNDARY

Figure VIII.1
Concept Plan
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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B. Proposed Zoning

Poinciana Housing is currently designated "Military" (M). The site is bounded by "Single Family" (SF) land use designations to the north, east and south and "Medium Density Residential" (MDR) to the west. The environmentally sensitive area in the northwest corner of the tract is designated Conservation Mangrove (CM). The existing 212 dwelling units on 36.2 acres of land constitute a density of 5.9 units/acre.

The proposed development program is premised on the rehabilitation of the existing units with possibility of limited infill of 16 additional units for a total of 228 units for a density of 6.3 units per acre. The surrounding SF land use designation allows up to 8 units/acre while the MDR land use allows 16 units/acre.

Rehabilitation of the existing multi-family units dictates that the proposed land use category allow multi-family uses. Therefore, MDR with a limited density of 8 units/acre is proposed for the parcel. Permitted uses would include: single and two family dwelling units; multi-family residential dwellings; group homes with less than 6 residents. Conditional uses include:

- Group Homes with 7 to 14 Residents;
- Cultural and Civic Activities;
- Educational Institutions and Day Care;
- Nursing Homes, Rest & Convalescent Homes;
- Parks and Recreation, Active and Passive;
- Protective Services; and,
- Public and Private Utilities.

C. Design Guidelines

1. Intent

The design guidelines for Poinciana Housing are meant to provide a framework within which site amenities can be introduced, over time, to improve both the quality of life in the neighborhood, and its connection to the surrounding urban fabric. Because of the imperative to introduce affordable housing in the City, expenditures on non-essential elements, such as beautification of facades, are of a lower priority and are therefore excluded from these design guidelines.

2. The Site

The site contains 36.2 acres, of which 2.9 acres is wetland, giving a net upland area of 33.3 acres. What is remarkable is the low density - only 50 buildings (212 units) covering only 10.2% of the site. The resulting density is 6.4 units per acre. The proposed zoning district for the property is consistent with its surroundings - SF-1 or 2, which has a density threshold of 8 units per acre. Clearly then, open space is the site's chief asset, for the buildings themselves are institutional and limited of architectural interest.

3. Existing Buildings

Generally speaking, the buildings are in variably good to limited condition, with a general improvement from east to west. The structural integrity of the foundations, walls, and wood trussed roofing systems is generally good, with only the masonry gable-end bearing walls showing signs of limited stress, due perhaps to uneven settling or moisture. On buildings suffering from this problem there is also significant roof damage at the overhangs, rafter

tails and fascia.

The buildings have only minor code violations under their current occupancy. Roof sheathing has been attached with staples (no longer permitted) and it is unlikely that the roofing finish systems meet current codes. Elsewhere, the fire separation walls in the attics are not properly finished and the stair balustrades are deficient. The main electrical panel is questionable and all kitchen, baths and wet locations will require G.F.I. outlets. HVAC systems are in limited to good condition, however the insulation will likely need to be supplemented to meet minimum standards.

4. Renovations / Alterations

As previously stated, the notion of affordability precludes the master developer from investing in aesthetic improvements. However, one can reasonably expect future owners and landlords to make minor improvements. Porches, second floor terraces, roof replacements, etc., should be compatible with prevailing residential practice in the surrounding neighborhoods. The result of this piecemeal approach to renovations will actually mitigate against the institutional character of the development, and promote the individuality and sense of personal ownership which is crucial to the success of neighborhood.

5. Site Improvements

Site, landscape and recreational amenities are at the heart of the plan for Poinciana Housing. Creating positive, controlled, activity-oriented open space, as opposed to simply empty space is the first priority. To that end, the large "no man's lands" occupying the spaces between the housing pods will become linear parks, featuring a pedestrian / bicycle path, bermed landscape elements, various tot lots, and a new network of paths connecting to the existing parking courts (Figure VIII.2, Concept Plan of Recreational Green Belt, and Figure VIII.3, Section A.A Recreational Green Belt)

Additionally, a new street will connect the main existing interior artery with Duck Avenue. The design calls for a narrow, two-lane configuration, with parallel bike/ped paths, spatially defined by trees, landscape elements and low walls (Figure VIII.4, Concept Plan of Proposed Street and Figure VIII.5, Section B.B Proposed Street).

Finally, a recreational, curvilinear sequence of bike and pedestrian paths is proposed to circumnavigate the entire site, excepting the wetlands. This feature will be as much for the surrounding community as for the prescribed neighborhood itself. As a fitness-type circuit, this amenity responds to the outdoors spirit of the Key West community, while serving to define the Poinciana Housing site without resorting to fences or barriers.

6. New Buildings

The plan shows four new residential structures (totaling 16 units) inserted at strategic locations to help define open space. Their design should be two-story, CBS-type - compatible with the existing buildings. The new housing blocks should not far exceed the existing in architectural quality.

The other new building components of the proposed plan are the community recreation facility and the church / civic space / hurricane shelter. These buildings should be no higher than two floors, though of more significant prominence than the housing blocks.

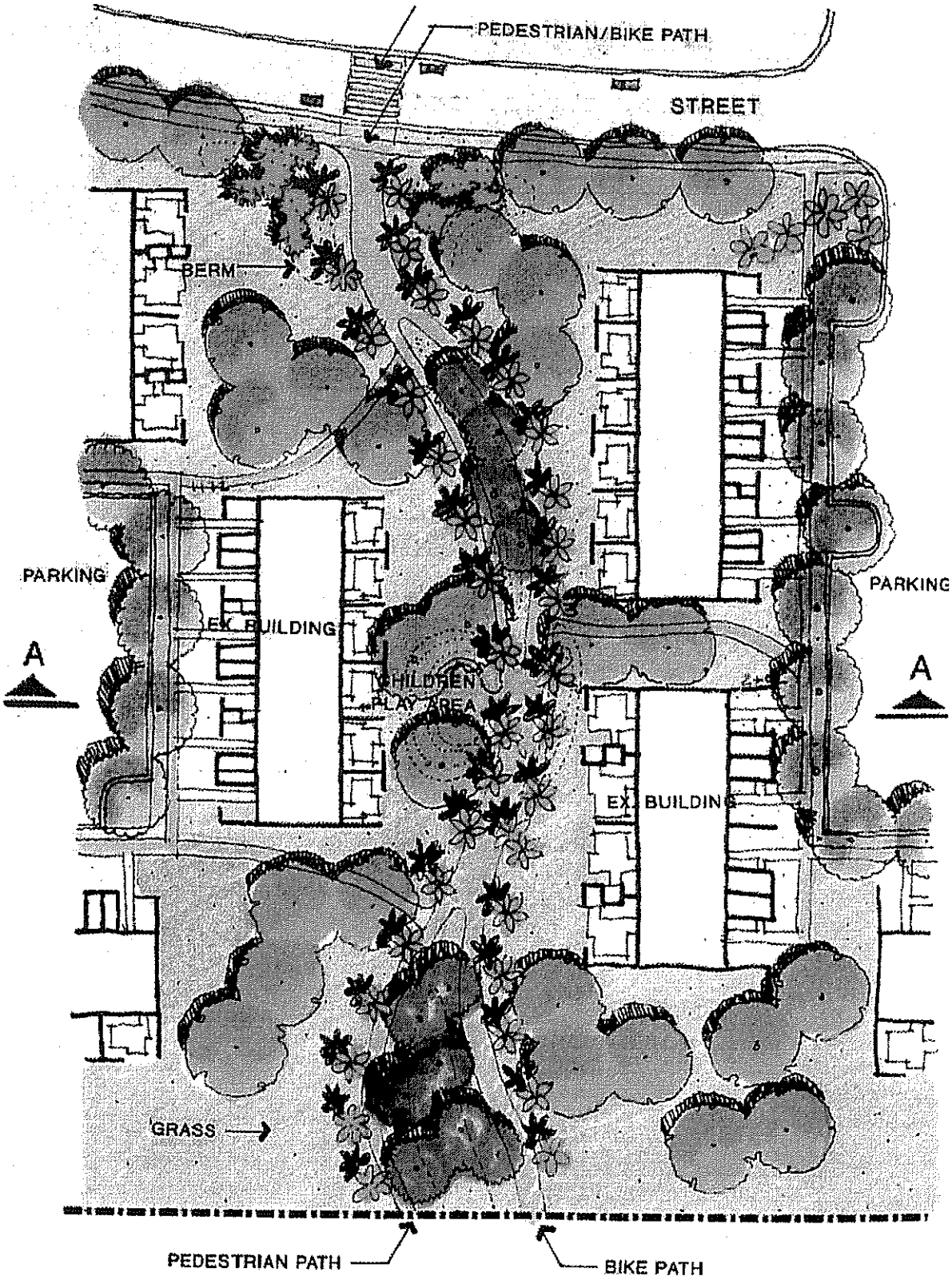

Figure VIII.2
Concept Plan Of Recreational Green Belt
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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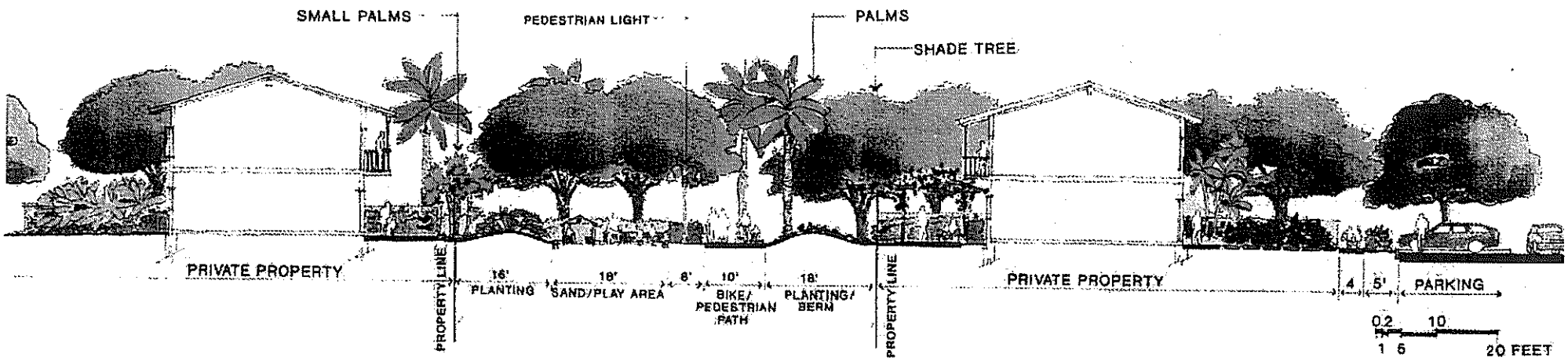

Figure VIII.3
Section A-A Recreational Green Belt
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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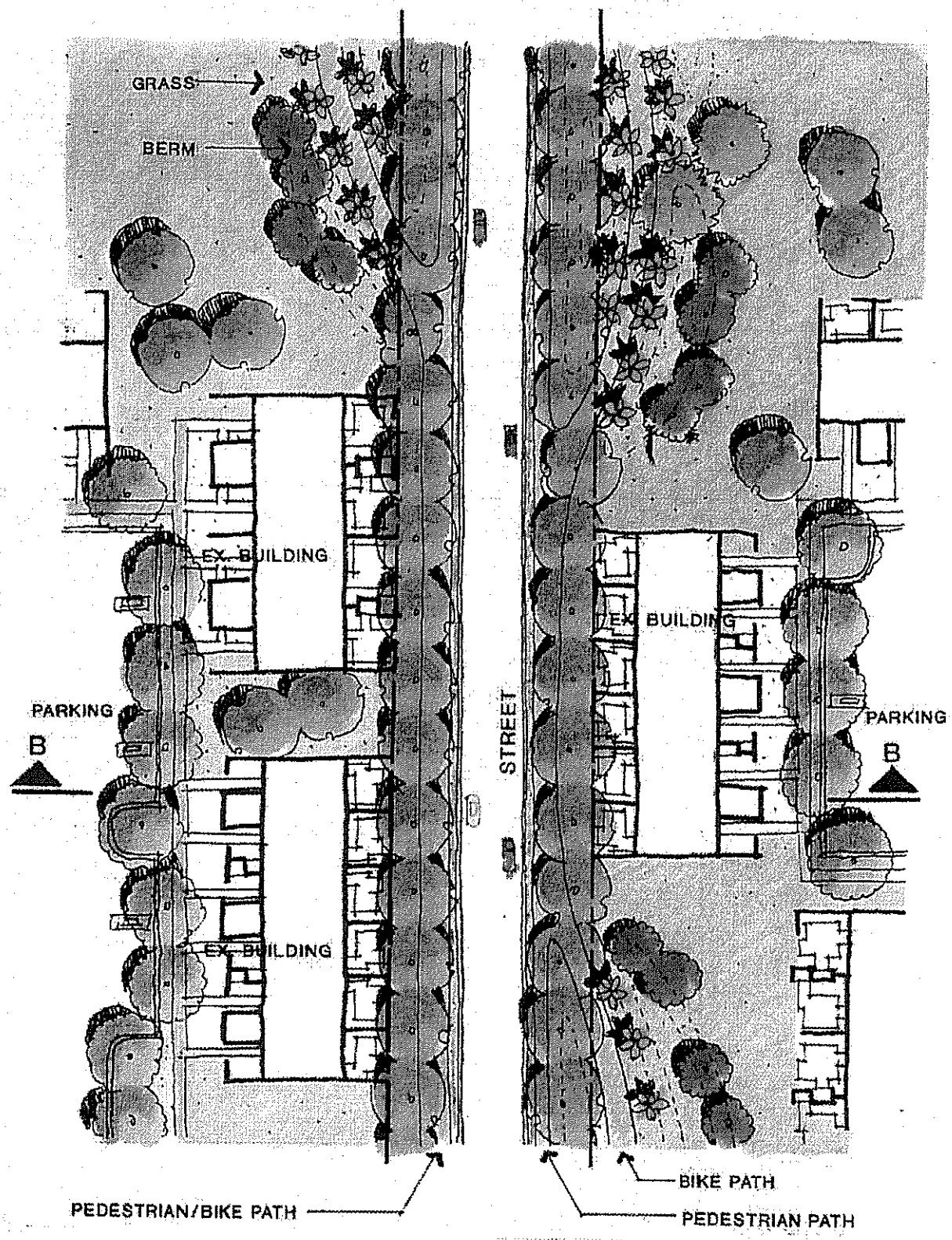

Figure VIII.4
Concept Plan Of Proposed Street
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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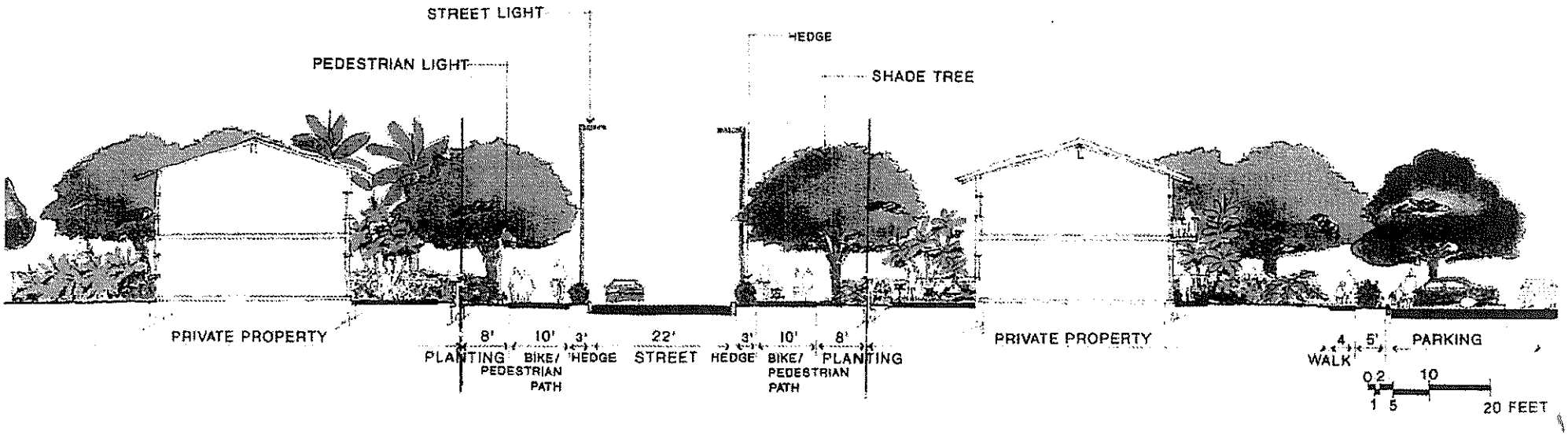

Figure VIII.5
Section B-B Proposed Street
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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D. Utilities/Infrastructure Plan

1. Potable Water Distribution

The Poinciana Housing site is currently served with potable water by the Florida Aqueduct Authority. Duck Avenue, Nineteenth Street, and Donald Avenue are lined with 10" and 6" water mains. Along Duck Avenue east of Dunlap Drive, an existing 6" water main enters the naval property and links up with an existing, on-site water tank, pump house and lift station. In the late 1960s, new 6" water lines were installed on-site. However, this Navy property is served by only one water meter. Redevelopment of this property will most likely require the installation of water meters at each of the individual structures and inspection of on-site water lines.

2. Solid Waste Management

As indicated earlier in the discussion of Truman Waterfront, solid waste in Key West is currently treated in one of two ways: metal, concrete, asphalt and dirt are recycled; and, the remainder of the waste stream is burned and hauled to a federally approved monofill disposal site in Okeechobee. These disposal methods will continue to be used to treat additional solid waste generated from the proposed redevelopment of Poinciana Housing. Given the proposed reuse of the majority of structures for residential purposes, a significant increase in the volume of solid waste produced on this property is not expected. Further, the City presently has excess treatment capacity and has indicated that its system can adequately accommodate solid waste generated from the proposed development at the Poinciana Housing site.

3. Wastewater Management

The Poinciana Housing property is currently served by the City's wastewater collection system. At the juncture of Duck Avenue and 18th Street, an 8" sewer main links the Naval property with the City's collection system. This main is linked to a series of 6" and 8" on-site sewer lines which were installed in the late 1960s. As indicated earlier in the discussion of Truman Waterfront, the City of Key West is in the process of implementing a major wastewater collection system replacement program to solve problems with saltwater intrusion into old lines, and to reroute more of the collection system directly to the sewage treatment plant on Trumbo Point. However, replacement of the sanitary sewer in areas adjacent to the Poinciana Housing site is not planned as part of the City's 5 year capital improvement plan. Saltwater inflow and infiltration levels in District G (the district of which Poinciana is a part) are considerably lower than those recorded in District A (Truman Waterfront). Nonetheless, redevelopment of this property will require inspection of the on-site sanitary sewer lines. Careful planning between the City and FDEP will also be required to ensure consistency with provisions laid out in the consent agreement.

4. Stormwater Drainage Plan

Stormwater at the Poinciana Housing site is currently drained into the pond on the north side of the site via several stormwater drainage lines on both the east and west end of the property. This mangrove-lined pond is tidally influenced, and, as such, is not appropriate for water detention purposes. Redevelopment of this property will need to address water quality impacts to this water body through the on-site treatment and discharge or the use

of injection wells. Using either on-site detention ponds or infiltration trenches, the first inch of stormwater can be treated and discharged The use of injection wells would remove the need for treated discharges. However, injection wells are a comparatively much more expensive option.

5. Electrical Power Distribution

City Electric System (CES) provides electrical service to the Poinciana Housing site. CES has indicated that it has more than adequate capacity to provide electrical service to the proposed redevelopment at Poinciana Housing. Much of the existing electrical infrastructure and utility easements may be adequate to provide continued electrical service to this area. However, as in the case of potable water service, the Poinciana Housing site is served by only one electrical meter. Redevelopment of this property will likely require the installation of new electrical meters to individual structures.

E. Transportation

This sections describes the number of trips that would be generated by the proposed development and the traffic circulation of various modes of transportation such as vehicles, bicycles, and walking. This section also assesses the availability and accessibility of transit services in the vicinity of the project site. Strategies to reduce vehicular demands are also discussed.

1. Overview

The Poinciana Housing site is located on the east side of the island in between two major arterials: North Roosevelt Boulevard, a state urban principal arterial, to the north and Flagler Avenue, a county urban minor arterial, to the south. In the near vicinity, the site is surrounded by three city urban collectors: Kennedy Drive to the west, Northside Drive to the north, and 20th Street to the east. (See Figure III.F.1). The location of the site to the east of island and surrounded by major roadways provides some advantages from as far as transportation is concerned. The surrounding major roadways are not closely spaced and heavily congested as in the downtown area. The location provides good accessibility to the major roadways within the vicinity.

2. Trip Generations

The total number of programmed dwelling units for the Poinciana Housing site is 228 units, 212 of which are existing, 16 of which are new. The proposed plan includes a community recreation center and other service centers that will be primarily for the use of local residents. Such a land use is described in the ITE Manual as "Residential Planned Unit Development (P.U.D.). The proposed Poinciana Housing project would generate approximately 1,956 vehicles per day and 169 vehicles per hour during the PM peak period. A summary of the trip generation for this land use is presented in Table VIII.1 below.

TABLE VIII.1 TRIP GENERATION ESTIMATES FOR POINCIANA HOUSING REUSE PLAN					
Land Use	**ITE Code**	**Variable Used**	**Size**	**Daily Trips**	**PM Peak-Hour Trips**
Residential Planned Unit Development	270	Dwelling Units	232	1,956	169

Because of the travel behavioral patterns in the City of Key West it is expected that sizable number of these trips would be walking and bicycling. As mentioned earlier, studies indicated that approximately 17 percent of the households in Key West do not own a vehicle, and 23 percent either walk or ride a bicycle to work.

3. Traffic Circulation

Circulation of traffic using vehicles, bicycles, and walking, as well as the accessibility to the Poinciana Housing proposed project, are discussed below.

Vehicular Circulation

The majority of Poinciana Housing traffic (in and out of site) will be funneled through the two main arteries adjacent to the site -- North Roosevelt Boulevard to the north and Flagler Avenue to the south. Both roadways are heavily traveled, however, operating within the level of service standards. Roosevelt Boulevard is currently under a Project Development and Environmental (PD&E) study which will look at options for enhancing interaction of all modes of travel in the entire eastern portion of the island, as well as routing options to and from the downtown area.

The Poinciana Housing proposed project would generate at most 169 vehicles per hour at most during the PM peak period. A sizable percentage of this traffic would use the intersection of Kennedy Drive and Flagler Avenue which is approximately three blocks west of the project site. However, this intersection is operating at a level of service below the minimum acceptable standard.

Traffic headed for North Roosevelt Boulevard has two main options: travel eastbound Donald Avenue, then northbound 20th Street which becomes westbound Northside Drive, and then northbound Kennedy Drive which connects to North Roosevelt Boulevard; or travel westbound Duck Avenue then northbound Kennedy Drive up to North Roosevelt Boulevard. Traffic headed for Flagler Avenue could use either southbound 19th Street or southbound 16th Street to Flagler Avenue. As for internal circulation, travel ways are limited to basically Dunlop Drive. The Poinciana Housing vehicular traffic circulation is shown Figure VIII.6, Vehicular Traffic Circulation.

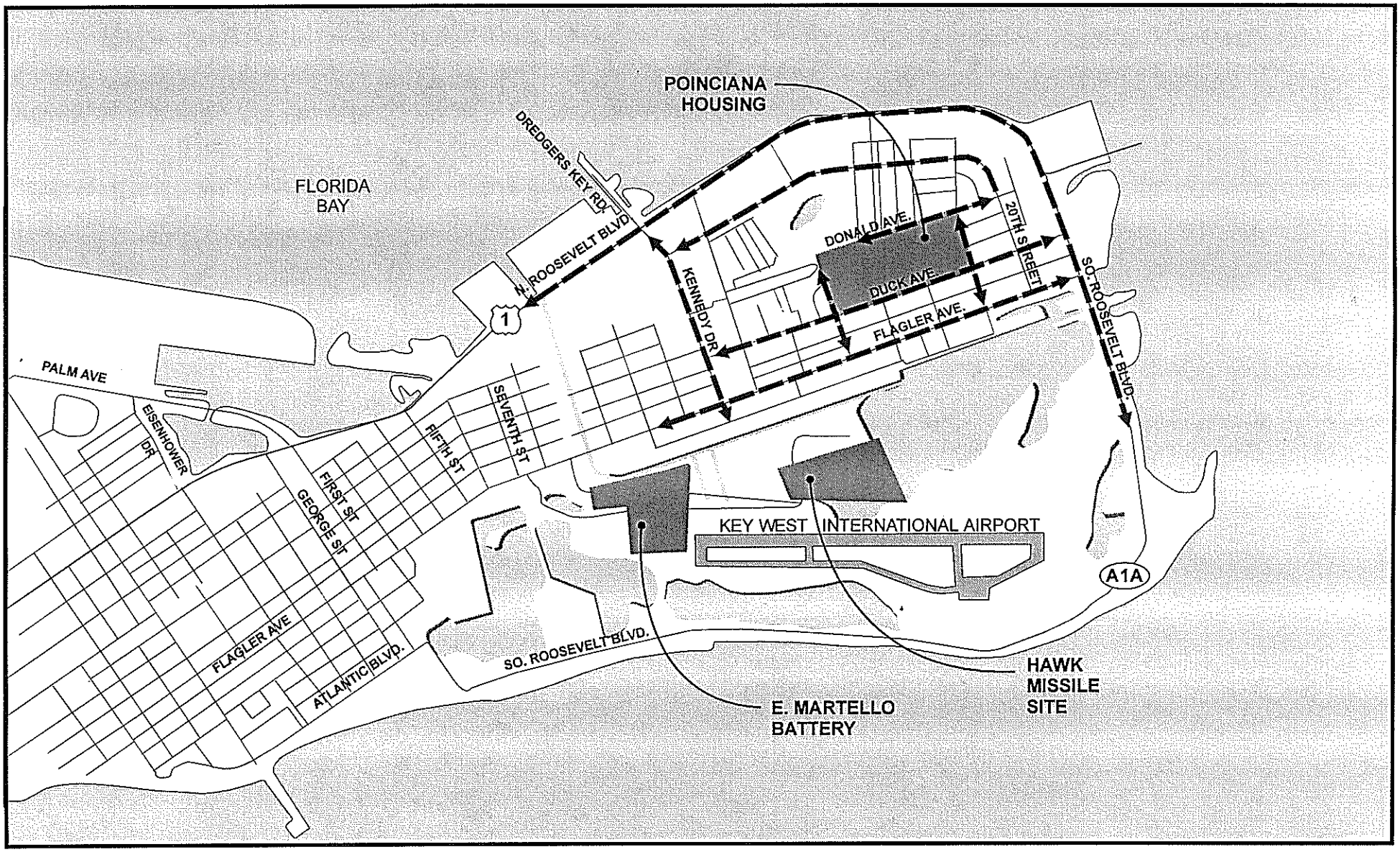
Pedestrian Circulation

As mentioned earlier, the percentage of walking trips as an alternative to using automobiles in the City of Key West is significantly high compared to the average walking trips in the State of Florida. The Poinciana Housing configuration generally provides a user-friendly pedestrian environment. Narrow and curved roadways promote low speed driving. The

proposed pedestrian/bike path along the housing provides connectivity with the entire site. The proposed roadway across the project site, as shown in Figure VIII.7, Pedestrian and Bicycle Circulation Plan, provides a pedestrian pathway between the site and the adjacent neighborhood to the north.

Bicycle Circulation

An inventory of the existing bicycle facilities as per the City of Key West Comprehensive revealed that the nearest bicycle facility to the site is along North Roosevelt Boulevard. However, as mentioned earlier, the City of Key West, in cooperation with the Florida Department of Transportation, is in the process of completing a major bicycle and pedestrian initiative. As part of this initiative, the City will conduct an inventory of bicycle and pedestrian facilities to identify ways in which these travel modes can be integrated into the overall transportation system within the City. The bike route from the site to the major connecting roadways is expected to be similar to the vehicular route shown in Figure VIII.6. The on-site bicycle circulation will follow the existing roadways and the bike path around the complex as shown in Figure VIII.7.



VEHICULAR CIRCULATION

Figure VIII.6
Vehicular Traffic Circulation
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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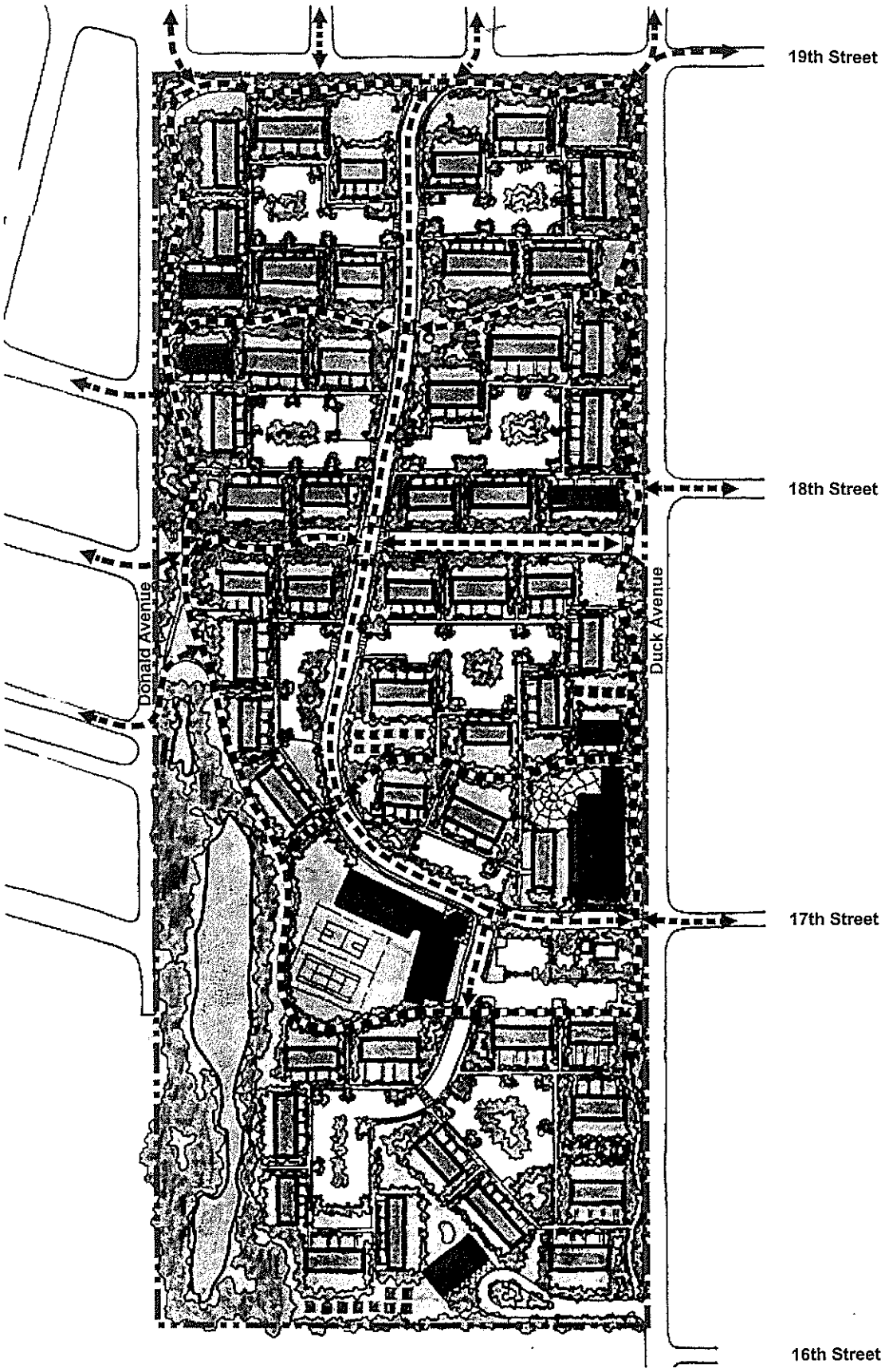
SEPTEMBER 1997 SOURCE: CITY OF KEY WEST COMPREHENSIVE PLAN



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- - - PEDESTRIAN & BICYCLE CIRCULATION

Figure VIII.7
Pedestrian and Bicycle Circulation Plan
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

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4. Transit Services

The existing transit service routes adjacent to the site run along North Roosevelt Boulevard, Northside Drive, 20th Street, and Kennedy Drive. The proposed transit services do not include new routes or paths within the vicinity of the Poinciana Housing site. However, with the establishment of this housing project there will be an increased demand for transit services in this area. It would be beneficial to extend the transit route along Duck Avenue from South Roosevelt Boulevard to Kennedy Drive, as shown in Figure VIII.8, Recommended Transit Services Routes..

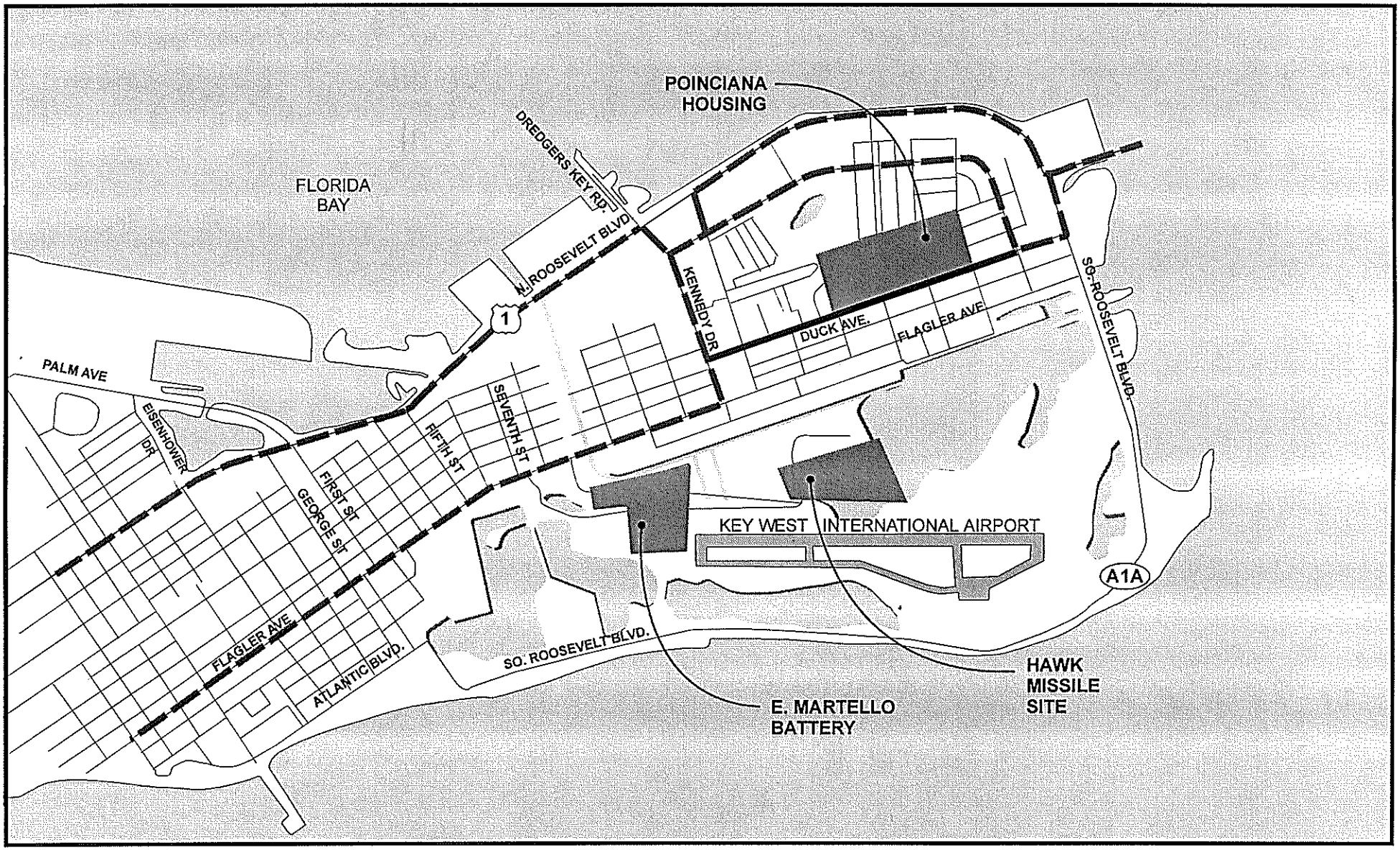
5. Transportation Demand Strategies

The Poinciana Housing site is close to major arteries such as Flagler Avenue, North and South Roosevelt Boulevard. The addition of the proposed development will add new traffic on top of the existing conditions. The proposed project is not expected to significantly aggravate traffic conditions; however, feasible strategies should be implemented to reduce transportation demand and improve traffic conditions. The following are some of the demand strategies that could reduce vehicular demand at the Poinciana Housing project site:

- Encourage usage of bicycles as an alternative to driving by providing and improving bicycle lanes and facilities along the bike routes and on the site. It is also important to provide bicycle storage facilities at the project's site.

- Encourage walking as an alternative to driving by providing and improving pedestrian facilities to provide a safe and pleasant walking environment along the pedestrian routes. Such improvements include, but are not limited to, providing sidewalks, providing mid-block crossing where needed, and enhancing pedestrian safety and reducing traffic hazards by implementing techniques such as traffic calming.

- Improve the transit services in the immediate vicinity to the site by improving the reliability of transit scheduling and extending the transit services along Duck Avenue between South Roosevelt Boulevard and Kennedy Drive.



EXISTING TRANSIT ROUTES

RECOMMENDED TRANSIT SERVICES

Figure VIII.8
Recommended Transit Services Routes
POINCIANA HOUSING EXISTING AND
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

SEPTEMBER 1997 SOURCE: CITY OF KEY WEST COMPREHENSIVE PLAN

F. Development Program

The development program presents the type and amount of development that can be expected on the Poinciana property based on allowable land uses and densities and design guidelines which aim to preserve the character of the area. The development program for this site is based on rehabilitating the units, and perhaps providing some limited infill housing. This scenario allows for immediate use of some units once some utility upgrades are complete.

The development program is primarily dependent on financing, and contingent on executing a legally binding agreement with the Key West Housing Authority (KWHA). The City of Key West LRA will negotiate with the Military for the transfer of the Poinciana site contemplating a "Homeless Assistance Conveyance" at no cost, for those buildings outlined in this Plan which are designed to serve the City's Continuum of Care for the Homeless. The LRA will hold fee simple title to the entire site. The LRA could enter into a "Master Development Agreement/Long-Term Master Lease" with KWHA for the entire Poinciana site (less the area dedicated to the State Parks Service), with the stipulation that the Housing Authority, in conjunction with the "Plan 1999" Homeless Coalition, provide for the "gaps" herein identified in the Key West Continuum of Care for the Homeless.

The LRA will take an active role in the overall development of the Poinciana site, beyond the execution of the master development agreement/lease. In compliance with State Statute 421 and Federal fair housing regulations the KWHA develop written tenant and home buyer selection procedures to be used in providing rental or home ownership units on the Poinciana site, that are acceptable to the LRA.

The timely receipt of financing for the development program is critical. In light of this, the development program is subdivided into two development priorities rather than development phases, which generally have a specific time-frame associated with them. These development priorities are outlined below.

The central goal of the development program is the reuse of structures located on the property, introducing limited infill development where appropriate to create an affordable, livable neighborhood that is well integrated into the surrounding community. The total number of programmed dwelling units for the site - including the area presently dedicated to the Park Service - is 228 units; of these 228 units, 16 are set-aside for new infill units, 162 are for affordable rental and home ownership, and 50 are for transitional/permanent housing for the special needs populations.

1. Development Priority 1

In the first development stage, a third entrance should be introduced in the center of the site, connecting Duck Avenue to Dunlap Avenue. The purpose of this third entrance would be to improve neighborhood traffic circulation. This helps better integrate the site into the surrounding neighborhood, and eliminate the "gated" feel of the original military design of the development.

In the same light, the bicycle/pedestrian circulation plan envisioned for the Poinciana site the east and central paths proposed should be constructed.

A new human services facility with a separate point of ingress/egress should be constructed in this stage in the southwest portion of the site. Surrounding this facility are several buildings dedicated as transitional housing for the special needs populations and outlined in Table VIII.2

TABLE VIII.2
PROPOSED SHORT-TERM/TRANSITIONAL AND PERMANENT HOUSING

Project Name and Housing Type	Proposed Clients to Be Served	Proposed Number of units and Unit Configuration
Transitional/ short-term housing	24 men with alcohol/ substance abuse	10 units - two dormitories, each for 8 men (16 total); 4 two-bedrooms (8 men); 3 staff bedrooms.
Transitional housing	10 women and 6 women/children	8 units -one dormitory to serve 8 women, and 4 two-bedrooms units to serve 8 women/children
Peacock II/III- Transitional/ permanent housing	18 units to serve 12-24 men/ women with mental illness and alcohol, substance abuse	18 units - Three 4-bedroom units (12), two 2-bedrooms (4-8) and 1-staff unit (This facility meets the needs of veterans with PTS)
Transitional housing for women and women/children	9 families/victims of domestic abuse	10 units (family) each 2/3 bedroom, and 1 staff unit
Transitional housing for disabled persons	4-8 physically disabled clients	4 units - Two 2-bedroom apartments (note also needs occupational therapy space)

Negotiations are currently underway with the homeless providers represented within the "Plan 1999" Homeless Coalition (NOI # 35) regarding the specific service provider to implement the activities designed to serve the special needs populations outlined above.

2. Development Priority II

The 16 new infill housing units can be constructed at this stage, as well as several new facilities. A community recreation center, located near the center of the site, adjacent to the ecological preserve, would offer meeting areas, day-care, and recreation facilities for the neighborhood. In addition, a church is contemplated for the vacant parcel southwest of the community center. This facility could also be designed as a hurricane shelter.

Neighborhood services, such as a child day-care center and a police substation are contemplated to be developed in the existing buildings southeast of the new community center.

Lush landscaping is an essential component of plan and needs to be initiated at this stage. It works to create definable spaces in building fronts and backyards as well as a major amenity for the complex. An ecological preserve is dedicated in the northwest corner of the site, preserving red and black mangroves growing in the area.

Finally, an extensive pedestrian and bicycle network is envisioned for the Poinciana Housing development and it should be constructed at this stage. A wide, paved loop-course begins and ends at the new community center and ecological preserve and runs along the perimeter of the development. This course would serve as a major neighborhood amenity, offering a vita-course, jogging trail, and bicycling and in-line skating area. Bicycle and pedestrian sidewalks bisect the Poinciana Housing development at several points, expanding the range of access and opening the development to the surrounding community.

G. Economic Impact

This section of the report presents estimates of the potential economic benefits which might accrue to the Key West area as a result of implementing the proposed land use plan for the Poinciana Housing site. This analysis represents a hypothetical assessment of the possible direct, indirect and induced benefits associated with the development and operations of the proposed, conceptual land uses at the local level. Implicit in this economic impact analysis is an assessment of the costs and benefits associated with the proposed conceptual land uses.

Since the proposed land use for Poinciana is primarily housing, our analysis only considers the one-time impact from the renovation of the existing housing units and the construction of 16 new units. This analysis reflects gross, or total, impacts resulting from the project. In this way, the overall hypothetical benefits from the project can be assessed. The last portion of this section discusses the concept of new local impacts versus gross impacts. This section addresses the following key areas:

- Impacts from Construction (one-time-impact)
  - Direct spending (i.e. related development and construction work)
  - Indirect spending
  - Induced spending
  - Employment impact; and

- Discussion of New Local Impacts versus Gross Impacts.

Impact Analysis:
In an effort to quantify the inputs needed to produce the direct output, economists have developed multiplier models. For purposes of this analysis, we have estimated this "multiplier" effect using a regional economic forecasting model provided by Minnesota IMPLAN Group, Inc., a private economic modeling company. The format and base data is based on similar models developed and maintained by the U.S. Department of Commerce, Bureau of Economic Analysis. The models analyze economic data on a regional basis by individual industry categories, and captures the effect of multiple rounds of consumer expenditures through the use of mathematically derived "multipliers." The multipliers used in this model break the economic impacts into three components:

- Direct effects - Represent the changes in the industries to whom a final demand change was made

- Indirect effects - Represent the changes in inter-industry purchases as they respond to the new demands of the directly affected industries

- Induced effects - Represent the changes in spending from households as income/population increases or decreases due to the changes in production.

This model allows one to examine the effects of a hypothetical change in one or several economic activities on an entire economy. One of the major advantages of this type of model is that it is sensitive to both location and type of spending, and has the ability to provide, based on direct spending inputs, indirect and induced spending, employment and earnings information by industry category. For the purpose of this analysis, the input for the model was developed at a general macro level given the conceptual nature of the proposed land uses and the related estimates and assumptions.

Impacts From Construction

This report analyzes the impacts which could occur during the construction period, estimated to be between 6 and 18 months, in terms of spending, jobs and earnings. Once site work is complete, the vertical construction of any individual component is estimated to require 6-18 months. For example, if all components are built simultaneously, the entire vertical construction (not including site work) would require 6-18 months. More than likely, individual components will be constructed sequentially over time and, therefore, a longer period will be required to complete construction. For purposes of this analysis, a 6-18 build-out period was used in order to simplify the model. The following table summarizes these impacts, and is followed by a discussion of each component.

TABLE VIII.3 BENEFITS FROM CONSTRUCTION (ONE TIME IMPACT)		
Total Economic Benefits	**Amount**	
Total Direct Spending	$ 8,000,000	
Total Direct and Induced Spending	$11,400,000	
Employment (number of jobs)	178	(125 construction jobs)[1]
Earnings	$ 3,800,000	

[1] The balance (53 jobs) represents other areas such as suppliers, manufacturers, financial services, retail,

- Direct spending - The estimated costs of the individual components are based on preliminary "ballpark" estimates for the land uses and other infrastructure improvements provided by Bermello, Ajamil & Partners, Inc. The proposed land uses are still in the conceptual stage, and the total development and construction costs are estimated to be approximately $8 million, as follows:

TABLE VIII.4 ESTIMATED DEVELOPMENT AND CONSTRUCTION COSTS		
Land Use		**Estimated Cost**
Renovate Residential Units	[1]	$ 5,300,000
Construct New Residential Units	[2]	$ 1,100,000
New Roads/Improvements		$ 100,000
Landscaping		$ 1,500,000
TOTAL		$ 8,000,000

Source: Bermello, Ajamil & Partners, Inc.

[1] Represents average of $25,000 to $30,000 renovation cost estimate provided by Bermello & Ajamil & Partners, Inc.,for 212 housing units.

[2] Represents construction of 16 new housing units at an estimated cost of approximately $70,000 per unit as provided by Bermello & Ajamil & Partners, Inc.

TABLE VIII.5 SUMMARY OF ECONOMIC BENEFITS BY INDUSTRY BENEFITS FROM CONSTRUCTION (ONE-TIME IMPACT)			
Direct, Indirect and Induced	**Spending**	**Employment**	**Earnings**
Construction	$ 7,500,000	94	$ 2,200,000
Local Transportation	$ 100,000	2	$ 0
Wholesale Trade	$ 300,000	4	$ 100,000
Retail/Restaurants	$ 1,100,000	37	$ 500,000
Real Estate	$ 300,000	1	$ 0
Hotels & Entertainment	$ 100,000	2	$ 0
Medical Services	$ 400,000	5	$ 200,000
Business/Legal Services	$ 100,000	3	$ 100,000
Other	$ 1,500,000	30	$ 700,000
TOTAL	$11,400,000	178	$ 3,800,000

Source: KPMG

- Indirect and Induced spending - Construction industry multipliers were used to derive total direct, indirect and induced benefits based on the direct construction costs described above. Total direct, indirect and induced economic activity from construction is likely to be on the order of $11.4 million within the Key West area. Refer to Table VIII.5. for the detailed amounts of the various spending categories.

- Employment and earnings - Based on the employment estimates derived through the use of the economic multiplier model, it is estimated that 125 full-time equivalent construction jobs would be generated in the Key West area as a result of construction activities. These employment benefits would be achieved over the course of the construction process, estimated at six to eighteen months. Employment would relate not only to direct construction jobs, but would include jobs in other areas such as suppliers, manufacturers, financial services, retail, restaurant and hospitality, transportation and other sectors of the economy. Therefore an additional 53 jobs, for a total of 178 jobs, would be created.

Discussion Of New Local Impacts Versus Gross Impacts

The previous analysis reflects estimates of gross impacts resulting from construction of the proposed land uses for the Poinciana site. It is, however, important to understand that only a portion of the total impacts would represent new local impacts to the community for two reasons: first, some portion of the gross impact may represent the replacement of existing spending in the community; and, second, some portion may represent direct transfer outside the Key West area for products or services not readily available.

The retention of such new spending in Key West for both the one-time impact of construction is determined by several factors.

Construction - The factors that determine the extent of the direct, indirect and induced spending that remains in Key West include:

- The proportion of products, such as steel and other construction materials, furnishings, kitchen equipment, etc. that are likely to be imported from outside the Key West area;

- Current capacity of the construction industry in the area; and

- The capacity of housing for construction workers in the area.

H. Regulatory Guidelines

1. *Introduction*

The purpose of this section is to identify and describe the key policies, practices and regulations that will most likely be required for the Truman Waterfront project, as depicted in this plan. The issues discussed in this section are based not only on the consultant's research, experience and knowledge, but also on comments received from various review agencies during the July 28, 1997, Chapter 288 Pre-Submission Workshop.

This section is organized into three parts. The first addresses the relevant agencies; the second identifies key policies, practices and programs; and, the third outlines the way in which these policies, practices and programs may inform the proposed development program.

2. *Principal Agencies*

Numerous agencies have regulatory or commenting authority on development in Key West. The following list is not intended to be inclusive, but rather to identify the agencies responsible for the key programs discussed later in this section.

- United States Army Corps of Engineers (USACE);
- United States Environmental Protection Agency (EPA);
- United States Fish and Wildlife Service (USFWS);
- National Oceanic and Atmospheric Administration (NOAA) as administrators of the Florida Keys National Marine Sanctuary (FKNMS);
- National Marine Fisheries Service (NMFS);
- Florida Game and Fresh Water Fish Commission (FGFWFC);
- Florida Department of Environmental Protection (FDEP);
- Florida Department of Community Affairs (DCA);
- South Florida Water Management District (SFWMD);
- Monroe County Health Department; and,
- City of Key West Planning Department.

3. *Policies, Practices and Regulations*

The following describes the principal policies, practices and regulations affecting development of the Poinciana property. Federal housing issues are discussed in great detail in the Homeless Assistance Submission, the companion document to the Base Reuse Plan. Therefore, that agency is not discussed here. In addition, some descriptions address federal or state designations; others outline regulatory processes. In most cases the regulatory process is the means by which special designations and their associated policies and practices are implemented. This section does not attempt to exhaustively identify every possible permit required for development; rather, it seeks to outline the most significant (and potentially prohibitive) processes which may be encountered during plan approval. Actual design of the improvements may resolve some regulatory issues or raise others not considered in this analysis. Further, the policies and implementing regulations are in a constant state of flux-- standards or practices in place today may change in the future. Therefore, the following should be used as a guide only; regulatory determinations

should be made during the detailed planning and design process.

National Environmental Policy Act (NEPA) Requirements

Federal actions are reviewed under the National Environmental Protection Act (NEPA) to determine if the proposed action will create environmental impacts. Under NEPA proposed actions may be categorically excluded from further action or be determined to require further review--either through an Environmental Assessment or an Environmental Impact Statement. Currently an Environmental Assessment is planned to be completed for the Truman Waterfront site. Additional review can encompass a variety of issues, including an assessment of alternatives against socio-economic, environmental, and regulatory criteria. The NEPA process is led by the federal agency responsible for the action. The Key West Base Reuse Plan will be assessed under NEPA by the Department of Defense. The state, through its consistency review, conducts a coordinated assessment of impacts. The Florida Department of Community Affairs (DCA) is responsible for the State Clearinghouse review. Typically this review addresses all applicable state, regional and local regulations.

Chapter 288

The State of Florida has established an optional planning process for military bases designated for closure. This process, established in Section 288.975, Florida Statutes, is designed to expedite the satisfaction of land use planning requirements which must be fulfilled under state law. The Chapter 288 process provides for a coordinated review of planning and environmental issues by local, regional and state agencies.

The City of Key West has notified the DCA of its intent to utilize the Chapter 288 process. Because many of the BRAC sites are already addressed in the City's Comprehensive Plan, only the Truman Waterfront, Poinciana, and Peary Court sites will be addressed by this process. Chapter 288 does not exempt the sites from Area of Critical State Concern review at various other points, as outlined below.

Area of Critical State Concern

Due to the significant environmental resources throughout the area, the Florida Keys have been designated as one of Florida's four Areas of Critical State Concern (ACSC). This designation is given in order to strengthen the capabilities of the local government to protect resources of statewide and regional importance.

The DCA, City of Key West and the Governor and Cabinet administer the ACSC program as it relates to Key West. Under this program the City of Key West must give notice to DCA of the receipt of any application for development approval. The DCA has review authority over all development orders, comprehensive plans and amendments within the ACSC, and makes final recommendations to the Governor and Cabinet for approval, denial, or changes. The principles for guiding development contained in Chapter 28-36, Florida Statutes, provide the standards by which these reviews are conducted. The ACSC authority extends to all development permits, even for single family dwellings. Further, the DCA, through its consistency review of federal actions, can apply the ACSC principals to any federal permit or license, financial assistance, or other federal activity which affects the coastal zone. Consistency review applies to dredge and fill permits issued by the USACE,

National Environmental Policy Act determinations, and other federal actions potentially including the Key West NAS BRAC process itself.

Building Permit Allocation System

While the City of Key West and the rest of Monroe County are separate ACSCs, and have separate principles for guiding development and comprehensive plans, the two governmental units must coordinate hurricane evacuation — and its implications on permitting future development. The City is required by Chapter 28-36, F.A.C. to develop an evacuation plan "consistent with regional and county plans". Monroe County, in its Comprehensive Plan, has calculated a Countywide evacuation time based on a cumulative driving time per dwelling unit. In 1992, the County adopted a Rate of Growth Ordinance (ROGO) which allocates future permittable units based on maintaining the total countywide evacuation time. This ordinance factored a specific number of units for Key West, which the city in turn used to develop its Building Permit Allocation System.

The Building Permit Allocation System is established as policy in the City's Comprehensive Plan and implemented through Section 34.1371 of the City Code. The system applies to both permanent and transient residential units with a factor designed to equate unit type impacts to the evacuation trips generated from a single family unit. The annual allocation is 91 units (or their equivalent); this equates to an estimated total of 1,093 units between April 1, 1990 and April 2002. Since 1990, the City has allocated 1004.23 units. In recognition that hurricane evacuation alone may not constitute the only factor determining sustainable growth, the state (in conjunction with federal and regional agencies) has initiated a Carrying Capacity Study which will determine the ability of the Keys' ecosystem to withstand impacts of additional land development activity. It is expected that the Carrying Capacity Study could result in a new system for allocating units under ROGO and City's Building Permit Allocation System.

The impact of the Building Permit Allocation System on development of residential and transient units in Key West can not be overstated. The City of Key West is responsible for implementing the system, with each development agreement being subject to ACSC review. At this point, even long range plans for development which include significant residential or transient units are subject to existing regulations. Development approved in the future will comply with potential changes in the allocation system arising from the Carrying Capacity Study. The City has only 85.77 total units available for allocation through the year 2002; these units are subject to normal market competition. Therefore, any new units on the Poinciana site will be severely limited by this cap. If existing units are maintained as affordable housing, they may be vested against the Building Permit Allocation System by the Department of Community Affairs. However, vesting is not expected to be realized until the Chapter 288 process is complete.

Stormwater Management

Stormwater management programs exist at the federal level (through National Pollutant Discharge Elimination System permits), state and regional level (through the Environmental Resource Permit) and local level (City of Key West). Generally, these regulations address the construction, alteration, maintenance, or operation of any dam, impoundment, reservoir, or works, including ditches, canals, conduits, channels, culverts, pipes and other construction that connects to, draws water from, drains water into, or is placed in or across

open waters and wetlands. In order to ensure that the construction and operation of permitted works are not harmful to the water resources of the district, minimum design or operational criteria have been adopted. The most important criteria relate to water quality treatment, wetlands and wildlife impacts, and flood protection through the control of post-development volume and rate of runoff.

Generally, stormwater management objectives are achieved through design. Nothing in the proposed plan indicates that such a design solution will not be possible when site level details emerge later in the process.

4. Summary

The table below generally identifies the key federal/state/regional/local permits, plans or approvals anticipated for the Poinciana Housing Site.

TABLE VIII.6 POINCIANA HOUSING RELEVANT REGULATIONS AND PLANS				
Site Component	**Name of Policy, Practice or Regulatory Approval**	**Permitted Activity**	**Agency**	**Key Issues**
Entire site	Environmental Resource Permit	Stormwater management for new impervious development	FDEP if associated with a Port facility or marina; if not, SFWMD will issue	Water quality, especially discharges into surface water
	Development Agreement	Stormwater management	City of Key West	Water quality
Residential Units	Development Agreement	Any new residential unit	City of Key West with ACSC review by DCA	Building Permit Allocation System
Any other development	Development Order	Permit any new development	City of Key West with review by the DCA	

I. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOI's) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- Individuals that submitted NOIs
- Individuals living within the vicinity of the affected naval properties
- Homeless providers, and
- The general public

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. The Poinciana site NOIs are summarized below, as well as, the manner in which the proposed plan addresses the NOIs. The NOIs are also shown in Figure VIII.9, Notices of Interest.

NOIs Submitted for the Poinciana site include:

#17 Vietnam Veterans of America, Florida State Council A.K.A. Veterans Assistance Foundation, Inc. -"4 standard Poinciana Bachelor Housing Standard 4 Bedroom units" - for veterans and homeless persons for a Transitional Housing Program and for reintegration of homeless and veterans back into the job market.

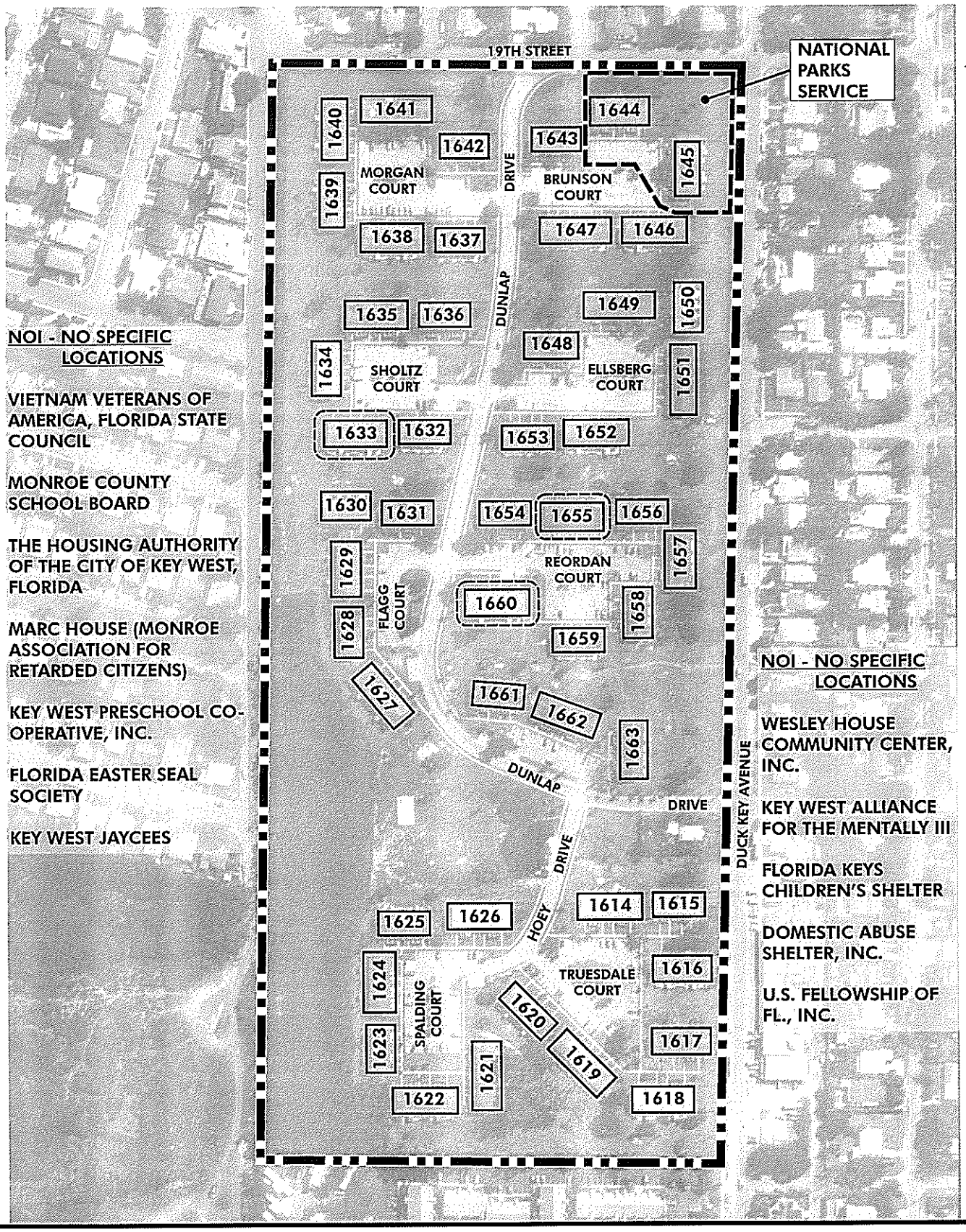
Although a member of the "Plan 1999" Homeless Coalition, this Provider has not been an active participant since their NOI was filed. However, since the majority of homeless veterans in Key West have alcohol/substance abuse problems and/or mental illness, their needs will be addressed under the KWHA/Plan 1999 Continuum of Care.

#18 Florida Easter Seals Society - One unit (5,880 square feet) to relocate from their present facility to new site "three times the size of current location." Services to be relocated include: service coordination, resource, and referrals for both adults and children with disabilities; educational training and support group meetings; audiological testing, hearing aid testing and hearing aid support/repair; equipment loan, advocacy and support; and physical, speech/language and occupational therapies for adults.

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35)

#19 Monroe County School Board - (36.6 acres) - the School District proposes to develop a new elementary school housing grades PK-5. (This would enable the District to close Poinciana Elementary School and create the possibility of relocating the School Board Administrative Offices from the Key West bight area to Poinciana School.) In addition, the District would use the Poinciana housing units for affordable housing for school teachers and others.

An elementary school is not proposed for this property; consensus at public meetings indicates that existing off-site educational facilities are adequate.



Legend

SITE BOUNDARY

Figure VIII.9
Notices Of Interest
POINCIANA HOUSING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

March 1996 Source: Fairchild National

#20 The Housing Authority of the City of Key West, FL - "This project site was project specific in the Plan 2000 approved by the City Commission July 2, 1996 and initial funding allocation approved by the Monroe County Comprehensive Land Authority on August 19, 1996....Please see Plan 2000 on file with the City...Conversion of Poinciana Naval Housing property for City affordable housing needs."

The LRA will negotiate the transfer of the Poinciana site contemplating a "Homeless Assistance Conveyance" at no cost, for the buildings outlined in the Plan which are designed to serve the Continuum of Care for the Homeless. The LRA will maintain fee simple title to the entire site. The LRA then proposes to enter into a "master development agreement/lease (i.e. a long-term, nominal lease agreement) with the KWHA for the entire Poinciana site (less the portion for the Parks Service), which will stipulate the terms of sub-leasing with the Continuum of Care Homeless Providers for those services designed to meet the "gaps" existing in Key West. The lease will include specific allocations of units at Poinciana (or other comparable sites acceptable to the LRA), that the KWHA must make, and keep available to address the needs of the homeless.

#21 MARC HOUSE A.K.A. Monroe Association for Retarded Citizens -Two buildings to create a residential group home for 6 persons (females targeted) with developmental disabilities; respite care; associated office/support/storage space; and if possible relocate their Sheltered Workshop from the old Harris School.

Fifty (50) dwelling units are proposed for use as transitional/permanent housing for special needs populations on the Poinciana Housing site.

#22 Key West Preschool Co-operative, Inc. - Seeking a new location for the school. "Current site prevents us from adding additional classes at times more convenient for working parents, or possibly expand services to include day-care or kindergarten."

An elementary school is not proposed for this property; consensus at public meetings indicates that existing off-site educational facilities are adequate.

#23 U.S. Fellowship of FL, Inc. - A.K.A. The Heron - The northeast corner of Morgan Court, buildings number P-1640 and P-1641 - to provide services to adults with chronic mental illness, both disabled and able to work, including those with a dual diagnosis of mental illness and substance abuse. Prevent homelessness by ensuring medication compliance, sobriety, living skills, vocational training, on site counseling, transportation, etc. via Transitional Housing (also known as a 3/4 Way House), and Permanent Housing.

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35)

#24 Wesley House Community Center, Inc. - Poinciana Housing area and "any other facilities near subsidized housing or future facilities for homeless shelters/services." For licensed a child care center, open Monday through Friday from 7:00 am to 6:00 PM, 260 days per year, serving a total of 50 children ages birth to 12 years.

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the

Continuum of Care. (See NOI # 35). The plan for the Poinciana Housing site includes a potential neighborhood child day care center, and a community center.

#25 Key West Alliance for the Mentally Ill (KWAMI) - one four-bedroom apartment - to develop a drop-in center, managed by a consumer of mental health services with volunteers assisting the operation. The NOI further states that "KWAMI looks forward to joining with Florida Keys Outreach Coalition (FKOC) and the U.S. Fellowship of Florida (The Heron) in carving out office space and spaces designated for meetings and social activities...". Note: NOI does not distinguish the different uses for Poinciana and Truman Annex, but refers to the "Plan 1999" submission; and there is a notation to see the Heron's plan for Poinciana (See NOI #23).

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35)

#26 Key West Jaycees A.K.A. The Junior Chamber of Commerce - The Hoey Road Spaulding area, buildings number P-1624 and P-1625 - "to develop and maintain a multi-faceted pediatric HIV/AIDS facility which would provide residential (family home environment) care, respite care, day care, and education and advocacy programs, at no cost to 6-10 children ages 0-18, and for the families, relatives, guardians and care givers of these children". Services will include: day care, short-term care (respite care), pediatric HIV/AIDS education/prevention training.

This Provider is a member of the "Plan 1999" Homeless Coalition, and will work collaboratively within the Continuum of Care; however, the "gaps" analysis does not show a need in Key West to address this specific sub-population. Additionally, this Provider's NOI is designed to serve the entire "South Florida area" as a "regional" provider, as opposed to addressing the specific needs within Key West. Further, pediatric care requires temporary housing for the adult family members, which would severely strain the limited housing stock, and negatively effect the surrounding neighborhood and community.

#27 Florida Keys Children's Shelter - Six (6) of the four-bedroom apartment units "one and a half buildings, side by side" to relocate the Key West Center from Patterson Avenue to the Poinciana Housing community. Proposal includes "the relocation of Key West emergency shelter services for 10-12 youth 10-17 years of age, and to establish transitional/ independent living services for youth 16-20 years of age."

Although this Provider was originally a member of the "Plan 1999" Coalition, they have not been an active participant in either the BRAC or HUD SuperNOFA process; and their facility at 221 Patterson Avenue was recently placed on the market "for sale". The needs of homeless children in the custody of a parent, will be addressed under the Master Developer Lease, as a sub-lessee participating in the KWHA/Plan 1999 Continuum of Care. (See NOI # 35)

#28 Domestic Abuse Shelter, Inc. - Two buildings (one with six 2-bedroom apartments, and one with four 3-bedroom apartments), next to each other (10 apartments) to develop a transitional housing program for families experiencing domestic violence. The program will provide long-term housing (1-2 years) and comprehensive services for victims and their children, and will include: job training and placement, and other support services.

This Provider is a member of the "Plan 1999" Coalition, and as such this NOI will be addressed under the Master Developer Lease, as a sub-lessee participating in the Continuum of Care. (See NOI # 35)

#35 "Plan 1999" Key West Comprehensive Community Plan A.K.A. The Homeless Coalition - "Individual NOIs filed with the Key West City Manager, which collectively make up "Plan 1999".....The target group of the Florida Keys Outreach Coalition, Inc. is the men and women of the Key West Community who need help rebuilding their lives...Our aim is to bring them to a level of independence and productivity by addressing their shelter and food needs as well as their substance abuse, mental illness, education, job skills, life skills, behavior and lack of responsibility."

The City of Key West will enter into a master development agreement /lease with the Key West Housing Authority (KWHA), which will stipulate the terms of sub-leasing with the "Plan 1999" Continuum of Care Homeless providers, for those services designed to meet the "gaps" existing in Key West.

NOI #3 - Good Samaritan, and NOI #32 -Samuel's House, have now joined the "Plan 1999" Coalition, so that all homeless service providers that originally submitted NOI's, are now fully represented by the Homeless Coalition.

J. Implementation

1. Conveyance

Conveyance of the base properties is initiated by the Department of the Navy (Navy) concurrent with the LRA's base-wide reuse planning activities. The goal of conveyance is to place property no longer needed by the Federal Government into uses that benefit the community. This section provides general information on the conveyance process, and then summarizes conveyance types which appear to apply to the BRAC sites.

Disposal Decision

In cases where an Environmental Impact Statement (EIS) is required for the release of surplus federal properties, disposal decisions are made through the issuance of a disposal Record of Decision (ROD). The ROD is typically issued by the secretaries of the Military Departments not earlier than 30 days after the publication of the Final EIS. However, in other cases, where only an Environmental Assessment (EA) is required, surplus property disposal decisions are made through the Finding of No Significant Impact (FONSI). Once completed, the FONSI becomes integrated into the Navy's disposal plan, which outlines specific information relating to the disposal decision. It is currently the Navy's intention to conduct EA's for the Key West surplus properties.

Disposal Implementation

Disposal decisions are typically implemented by one of two documents:

1. A quit claim deed from the Military Department or other Federal Agency sponsoring public benefit conveyances (e.g., airport, park, port) when environmental cleanup is complete; or,

2. A long term lease in furtherance of conveyance for contaminated parcels that have not yet been remediated.

Under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), the transfer of title, like with an interim lease, is contingent upon the completion of the Environmental Baseline Survey (EBS), which characterizes the state of contamination on the site, and the Finding of Suitability for Transfer (FOST), made by the military department in consultation with either the EPA or the State. The FOST specifically includes a determination that the remedy for on-site contamination has been selected, constructed, and placed in operation. With the amendment of Section 120(h)(3) by Section 334 of the 1997 Defense Authorization Act, contaminated property ***may*** be transferred so long as cleanup timetables and commitments are in place, and the regulator has given its approval.

For contaminated parcels which have not yet been remediated, ***effective use*** occurs via a "long-term lease in furtherance of conveyance." When cleanup on these parcels is eventually completed, the long-term lease will terminate, and the deed will become effective for each particular parcel of land.

Transferal of Surplus Property

Community acquisition of surplus base property can occur via a variety of available methods which may include:

- Public conveyances;
- Homeless assistance conveyances;
- Negotiated sales;
- Advertised public sales;
- Economic development conveyances; and,
- Interim leases.

Each method is described below.

Public conveyances. While military property can be sold through a negotiated sale to a local government or private business, or at public auction, it can also be transferred at reduced cost to various entities as part of a "public benefit, transfer." This type of acquisition is used for parcels which serve a public purpose: airports, education, health, historic monuments, ports, parks and recreation. Typically, a Federal agency with specific expertise in a conveyance category is authorized to serve as a sponsoring or approving agency (ie. National Park Service for recreational lands). Recipients approved under this type of conveyance may be eligible to receive the surplus property at a substantial discount (up to 100% of fair market value), following consultation with the appropriate agency.

Homeless assistance conveyances. This type of acquisition is applicable in cases where the LRA's redevelopment plan has met HUD's criteria for meeting local homeless needs. With Navy approval, surplus properties can be conveyed directly, at no cost, to a homeless provider or to the LRA.

Negotiated sales. Surplus properties under this acquisition scenario are negotiated to public bodies for public purposes at the property's fair market value, with negotiable payment terms.

Advertised public sales. This type of acquisition method is used to sell the property to the party that submits the highest bid, provided it is not less than the property's fair market value.

Economic development conveyances. Surplus properties can also be conveyed specifically for job creation purposes. Under an economic development conveyance (EDC), an LRA (and only an LRA) can request the sale of military property at or below fair market value to spur economic redevelopment and long-term job creation. However, this discount applies particularly to regions severely affected by multiple base closures. Key West's strong tourist-based economy will likely buffer the community from a severe economic downturn. Moreover, the burden of proof lies on the LRA to justify the use of an EDC in place of a public benefit conveyance or negotiated sale. To apply for any conveyance, the LRA must first complete and submit its base reuse plan, and then must add within a few months a justification for use of an economic development conveyance.

Interim Leases. Actual transfer of military real property is encumbered by a great deal of time consuming process, analysis, and public review; transfer of title may not happen for

two years or more. Interim leases options can be an effective option for quickly making use of the property for job creation purposes.

Section 2667(f) of Chapter 10 of the U.S. Code grants explicit authority to lease property at closing bases to the LRA, at or less than fair market value, as a means of promoting job growth. The interim lease allows the property to be used as promptly as possible prior to full implementation of the base reuse plan. The interim leases work in cases where the new business tenant can adapt to a vacated facility at low cost.

Related Issues

The disposal and reuse decision making phase encompasses a variety of related issues and processes. The following key items will need to be examined more closely as the base reuse planning process continues:

- Planning the provision and financing of utility services;
- Funding sources for acquisition and maintenance;
- City's reversionary rights to any property formerly granted to the Navy; and,
- Federal interagency land use agreements/obligations

Conveyance Options

The affordable housing component of the Poinciana site is likely to be conveyed either as a negotiated sale or an economic development conveyance. Title is expected to be held by the Local Redevelopment Agency, with the Housing Authority acting as the master developer. Because the need for affordable housing in the city is critical, it may be possible to expedite conveyance. Existing need for renovations, operation and maintenance costs, assumption of services, and environmental contamination issues should help discount the cost of the land. The special needs portion of the site should qualify for a no-cost, homeless assistance conveyance.

2. Financing Options

For the Poinciana site, the financing options are limited to a certain extent by the legally binding agreement between the LRA and Key West Housing Authority (KWHA). The City of Key West LRA will negotiate with the Military for the transfer of the Poinciana site contemplating a "Homeless Assistance Conveyance" at no cost, for those buildings outlined in this Plan which are designed to serve the City's Continuum of Care for the Homeless. The LRA and will hold fee simple title to the entire site. The LRA proposes to enter into a "Master Development Agreement/Long-Term Master Lease" with the KWHA for the entire Poinciana site (less the area dedicated to the State Parks Service), with the stipulation that the Housing Authority, in conjunction with the "Plan 1999" Homeless Coalition, provide for the "gaps" herein identified in the Key West Continuum of Care for the Homeless.

Several methods of financing are available to the Local Redevelopment Agency (LRA) and the Key West Housing Authority to implement the development of the Poinciana site of the Key West Base Reuse Plan. The potential funding sources are outlined and described below.

Federal Sources

Once a community has completed its base reuse plan, it will need to access federal funding for implementation. Potential Federal funding for may be available from a variety of sources. Selected available public sources are summarized below.

- Defense Adjustment Grants - are provided by the Department of Housing and Urban Development (HUD). The 1992 Housing Act authorized HUD to provide grants to local governments in non-entitlement areas, such as Key West, for economic adjustment activities related to the defense draw down. However, the monies are primarily for off-base impact planning, and are not to overlap with base reuse efforts.

- Supportive Housing Program - On August 18, 1997, the Florida Department of Children & Families (Sub-District 11-B Monroe County) submitted an application for $10+ million, under the Supportive Housing Program (SHP) component of the Homeless SuperNOFA, to the U.S. Department of Housing and Urban Development (HUD). This application for the"Continuum of Care Homeless Assistance for Monroe County" was predicated on the "Plan 1999" Homeless Coalition's Continuum of Care for Key West, and was co-authored by the Rev. Barbara Black, Chair of "Plan 1999".

- Community Development Block Grant (CDBG) Small Cities Program - the Small Cities Program helps local governments effectively implement development activities to stop and reverse community decline and restore community vitality. The primary purposes of the program is to maintain viable communities, revitalize existing communities, expand economic and employment opportunities, improve housing conditions, expand housing opportunities, and provide benefits to low- and limited income people.

  The Community Development Block Grant Small Cities Program (CDBG) continues to be a source of discretionary redevelopment funding for base reuse projects. Often, CDBG funds have been used as part of the community's 25 percent match

for EDA funding and other direct grants. The funds can be used to purchase, develop or rehabilitate facilities to serve the public, including facilities like roads, utility lines and parks, as well as housing and some industrial stock. However, funds cannot be used to cover operating and maintenance expenses. Grants average $240,000 per project.

- Home Investment Partnerships Program (HOME) - HOME provides state and local governments the opportunity to administer federally-funded rental and home ownership programs in accordance with the goals of their state Consolidated Plan. HOME funds may be used for housing rehabilitation, new construction, land acquisition, site improvements and tenant-based rental assistance for both single-family and multifamily housing. Both very low- and low-income persons may benefit from this program.

- Federal Mortgage Insurance Programs (Multifamily Insured and Direct Loans) - private housing developers can also take advantage of programs such as the Section 202 Program for the elderly or the Section 811 Program for persons with special needs.

  Section 202 - Supportive Housing for the Elderly - under the Section 202 Program, eligible private nonprofit organizations receive capital grants to finance the construction or acquisition of rental housing for senior citizens. An advance is available that is interest free and repayment is not required so long as the housing remains available for very low-income elderly people for at least 40 years. Project rental assistance covers only the difference between the HUD approved operating cost per unit and the amount the resident pays. Eligible households include very low-income households of one or more persons, at least one of which is 62 years of age or older.

  Section 811 - Supportive Housing for Persons with Disabilities - under the Section 811 Program, funds are available to assist private nonprofit organizations to construct, acquire and/or rehabilitate supportive housing for people who have disabilities. HUD provides a capital advance that bears no interest and may be used for construction, acquisition, and rehabilitation. These funds do not need to be repaid so long as the housing remains available for at least 40 years for very low-income persons with disabilities. HUD also provides project rental assistance payments to the property owner to cover the operating cost of the project. Supportive services must be provided for residents, including health, mental health, and other special needs. Supportive housing can be either group homes or independent living facilities that are designed to accommodate the special needs of residents and provide support services.

- Low-Income Housing Tax Credit (LIHTC) - is part of the 1986 Tax Reform Act and allows corporations to finance housing developments to receive a dollar for dollar reduction in income tax liability in exchange for the developer's acquisition and substantial rehabilitation or new construction of low-income rental housing. Lenders are secure in providing bridge, construction and permanent financing since the tax credits are available and designed to pay down the loans.

State Sources

- Affordable Housing Guarantee Program - the program was created to stimulate creative private sector lending activities to increase the supply and lower the cost of financing or refinancing eligible housing; create security mechanisms to allow lenders to sell affordable housing loans in the secondary market; and encourage affordable housing lending activities that would not have taken place, or serve persons who would not have been served but for the creation of this program. This program serves very low and low-income persons.

- Rental Housing Bond Program - the program uses both taxable and tax-exempt housing revenue bonds to make below-market-rate loans to developers of apartment projects who agree to set aside at least 20 percent of the project units for rental to very low-income persons. The remaining 80 percent of the units can be rented at market rate. This program offers a stable source of below-market-rate loan funds to encourage nonprofit and for-profit developers to construct and rehabilitate rental housing projects that offer affordable units.

- Predevelopment Loan Program (PLP) - the Predevelopment Loan Program provides loans and grants for site acquisition and development of housing for very low-income, low-income, and farm worker families through ownership or rental opportunities. Assistance may include professional fees (such as engineering, architectural, surveying and consultant costs), as well as other fees incurred in land development (such as marketing and feasibility studies). Local governments, housing authorities and nonprofit corporations are eligible to apply for loans up to $500,000 and grants up to $26,000.

- State Housing Initiatives Partnership Program (SHIP) - Monroe County is a recipient of SHIP funds from the State of Florida. SHIP channels a portion of the revenues from the documentary stamp tax increase directly to counties and entitlement cities for affordable housing activities including home acquisition, construction, rehabilitation and emergency repair.

- State Apartment Incentive Loan (SAIL) Program - this program uses State appropriated funds to provide construction/permanent financing for rental projects. The terms are a 15-year, non-amortizing loan made at a 9% interest rate with a 3 % base rate. The project is reviewed on an annual basis to determine if the cash flow of the project is sufficient to pay the rate. The interest payments may be deferred based on this cash flow capability. At the end of the 15 year term, the principal balance and any deferred interest become due. A waiver may be granted for the deferred interest portion. The developer of the project, who is the direct recipient of the funds, must sign a land use restriction agreement to keep the units affordable.

Local Sources

- General Obligation Bonds - the City of Key West may also issue General Obligation Bonds. These bonds are secured by debt service millage on the real property within the City and must receive voter approval.

- Special Assessment Districts - the City of Key West could also establish special assessment districts for the purpose of funding various neighborhood improvements within an area or for the construction of a particular project. This option must be carefully weighed however, in light of the number of low- and moderate-income households that may be affected.

Private Sources

- Rents - under the legally binding agreement between the LRA and the KWHA, revenue will flow to the LRA from this agreement. These rents could provide funds for operation and maintenance of the property. The monies collected from these leases will not provide a large amount of funds.

- Sale of Property - certain parcels of the site will be suitable for sale to private developers for housing.

- Private Financing - the LRA could also consider obtaining funds through loans from private lending institutions. With commitments by developers to obtain portions of the site for development, certain lending institutions could be persuaded to invest in the project by making development loans to the LRA. All loans must be backed by those commitments to insure the ability to repay the loan.

- User Financing - under this alternative, the tenant makes the improvements in the property and those improvements being back-billed against the lease income. In other words, a reasonable pattern of repayment to the tenant for improvements in the facilities that typically would be made by the landlord is reflected in reductions, in the lease amount or the sale price. The ability to finance against long-term leases with federal and state agencies at favorable rates can be used as security for funding. Similar financing can be achieved with the security of substantial leases with corporate users.

- Special Financing Sources - a number of communities have been able to take over some of the housing that is immediately ready to market and have generated substantial operating profits. In others, joint ventures with developers who have the financial strength to finance front-end improvements has been an important source of overall financing. Installing, utility user metering can be a very important source of revenues, as well. Finally, foundations can play an important financing role, particularly for public purpose uses. In almost every community the McKinney Act and others generate a need for public purpose uses of a number of the facilities. Typically there is no financing to go with those definitions of need from an operating standpoint. But, in some communities foundations are seriously considering participation in that role.

Conclusions

Poinciana Housing site has a number of restrictive factors that limit the financing sources available due to the nature of the site and the proposed legally binding agreement structure at conveyance. Financing of the project will entail using a combination of these funding sources and the degree to which any one source will be used will depend on the money markets at the time of development.

IX. MAINE MEMORIAL CEMETERY

EXISTING CONDITIONS

A. Site Description

This site is located within the confines of the Key West Cemetery which is within the City's Historic District. The land area of the site comprises approximately 0.12 acres. See Figure IX.A.1, Surplus Property Aerial Map.

B. Historical & Cultural Resources

1. Summary of History

The Maine Memorial commemorates the sailors killed on the battleship Maine which exploded in Havana Harbor in 1898. In February 1898, the USS Maine left Key West to deter shipments of men and guns sent by sympathizers of the Cuban revolutionaries. On February 15, the Maine exploded in Havana Harbor, resulting in great loss of life. Many of the recovered dead were later interred at the Key West Cemetery. War proponents claimed the ship was blown up by a mine. Spanish officials stated it was an internal explosion. Regardless of the cause, the United States immediately declared war on Spain.

2. National Register Eligibility

This property is listed on the National Register as a contributing element of the Key West National Register Historic District.

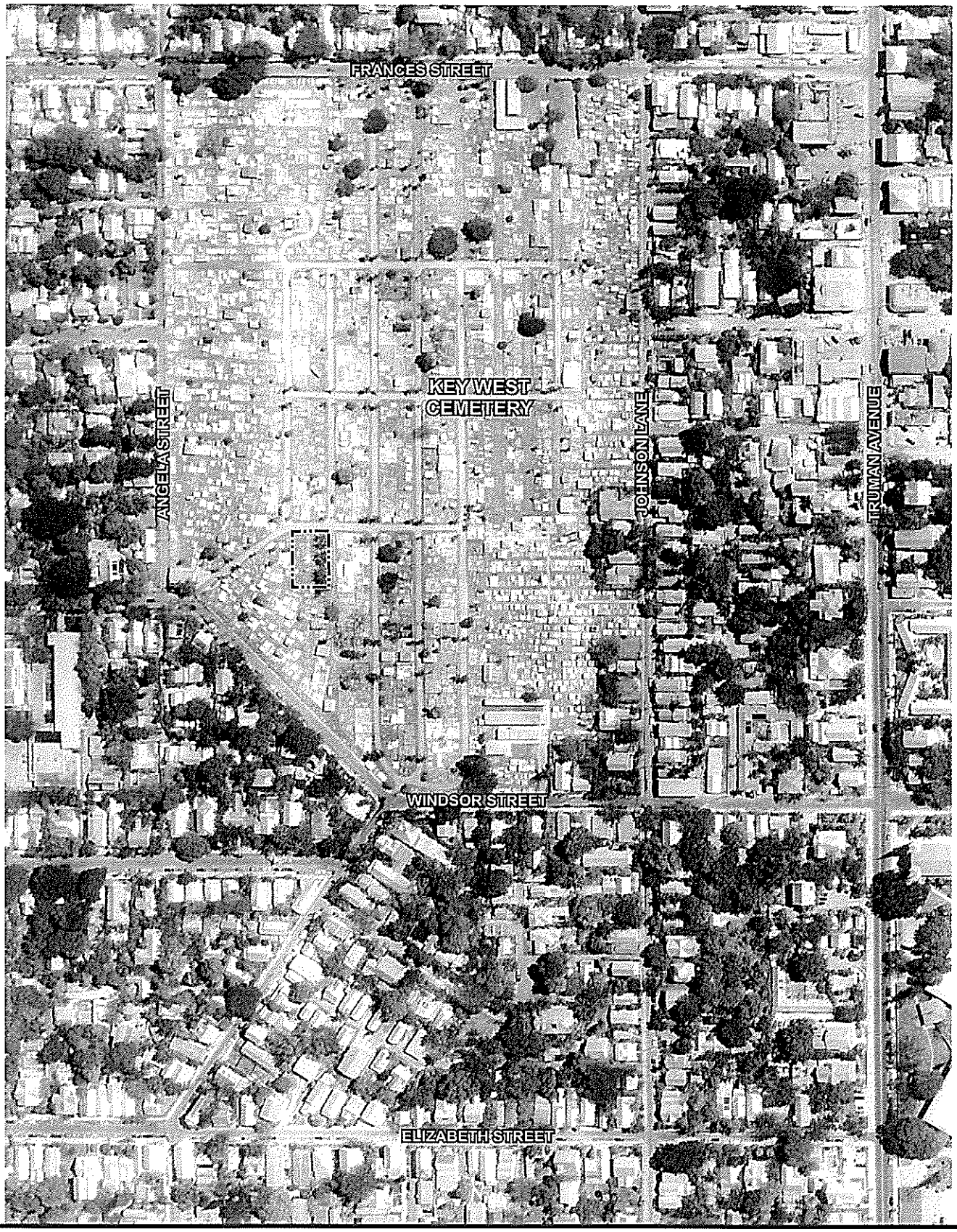
C. Urban Context

1. Urban Context Area

The Maine Memorial Cemetery is located within the Key West Cemetery. The Key west Cemetery is delimited by the following streets, Angela Street on the north, Frances Street on the east, Windsor Lane on the west, and Johnson Lane on the south. -

2. Adjacent Land Uses

Adjacent land uses around the Maine Memorial Cemetery are also cemetery uses comprising the Key West Cemetery. Residential land uses predominate and surround the Key West Cemetery.



Legend

SITE BOUNDARY

Figure IX.A.1
Surplus Property Aerial Map
MAINE MEMORIAL CEMETERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\MAINE-FIGURE IV.A.1.CDR

D. Site-Specific Conditions

1. Existing Site Land Uses

Existing site land uses are all cemetery related with the inclusion of the Maine Monument.

2. Existing Structures

Other than the underground burial sites and the Maine Monument there are no existing structures within the site. A small 3 feet high metal fence delimits the property.

3. Easements and Rights-of-Way

There are no easements or rights-of-way within the property.

4. Problems and Opportunities

The Maine Memorial Cemetery, an important historic landmark, forms part of the larger Key West Cemetery. Sailors from the Battle Ship Maine, which sank in Havana Harbor on the 15th of February, 1898 are buried at Maine Memorial Cemetery. Given the historical events that followed the sinking of the Maine which sparked the Spanish American War of 1898, the Maine Memorial Cemetery has important significance as a national monument of both the U. S. and Cuba. A plaque remembering the sinking of the U.S.S. Maine was placed by the Mayor of Havana at the entrance to the Cemetery in 1952. A monument to the sailors of the battleship who died was constructed in the center of the site.

The most important issue for this site is that it be kept and maintained in the manner that it demands. There is a great opportunity to highlight this Memorial as an important historical and tourist attraction of Key West.

E. Environmental Conditions

1. Natural Conditions

No natural plant communities or other ecologically sensitive features occur on the Maine Memorial Cemetery.

2. Coastal Management

Coastal management issues are not applicable to the Maine Cemetery site. No portion of the site is designated as a Coastal High Hazard Area or lies within the Class I Hurricane Evacuation Zone.

3. *Contamination*

The Maine Memorial Cemetery is located within the Key West Cemetery, which was established in 1847. In 1898 the plot was dedicated to the sailors killed on the battleship U.S.S. Maine; prior to this dedication, the plot was used as a Naval burial ground. All surrounding uses are historic, residential uses. According to the draft Environmental Baseline Survey (EBS) prepared by the Environmental Detachment Charleston S.C. in October, 1996, there is no evidence to suggest that hazardous substances or petroleum products, polychlorinated biphenyls or asbestos containing-materials are associated with the site. Due to the age of the fence and gate (the only significant painted structures on the site), they are likely to have been treated with lead-containing paint; however, they appear to be in good condition. Because the site is an open area, no radon is suspected and no signs of stressed vegetation or soils were observed on the site or surrounding property. The use of pesticides has been limited to mosquito and pest control. No records or visual observation indicate the improper use of pesticides.

The EBS determines that there has been no release and/or disposal of contaminated substances or petroleum products at the Maine Memorial parcel. The EBS categorizes the site as "Classification 1/White," or areas where no release or disposal of hazardous substances or petroleum products has occurred (including no migration of these substances from adjacent areas). This classification is based on available information and visual observation. This classification indicates that the property is eligible for deed transfer under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended.

F. Transportation

Maine Cemetery is located in the downtown area and is well served by the existing roadway network. The site could be accessed using Truman Avenue then Grinnell Street. However, this segment of Truman Avenue in the downtown area is congested and designated as a physically constrained roadway. The intersection of North Roosevelt Boulevard and Palm Avenue/ First Street is operating below the level of service standard. The existing and proposed transit routes do not provide a direct access to the site. In addition, the existing and proposed bicycle facilities do not directly serve this site. Both proposed transit and bicycle facilities serve areas adjacent to the site.

REUSE PLAN

A. Land Use Plan

The Maine Memorial Cemetery is proposed to remain as a cemetery (see Figure IX.A.1, Surplus Property Aerial Map).

The entire City Cemetery, including the Maine Memorial, is zoned Historic Public and Semi-Private Services (HPS) which allows cemeteries as a conditional use. No zoning change is required for this site.

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from: individuals that submitted NOIs; individuals living within the vicinity of the affected naval properties; homeless providers, and the general public.

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. There were no NOIs submitted for the Maine Memorial Cemetery site.

C. Conveyance

The Maine Memorial could be conveyed through a historic monument transfer, to protect the historic features of the site. This should be at no-cost, public conveyance, with the City of Key West as the title-holder.

D. Regulatory Guidelines

The proposed use of the Maine Memorial site essentially calls for maintaining the site as a historic monument. This is not expected to trigger any significant regulatory requirements.

X. PEARY COURT CEMETERY

EXISTING CONDITIONS

A. Site Description

The Peary Court Cemetery, located within the City's Historic District, comprises approximately 1.0 acre of land (see Figure X.A.1, Surplus Property and Surrounding Land Uses Map).

B. Historical & Cultural Resources

1. Summary of History

The Key West Post Cemetery was associated with the Barracks at the site of the present day Peary Court. Records indicate the first interment was made at the cemetery in July of 1835. The cemetery was apparently in use as late as 1920.

No formal plat showing the locations of grave rows or individual graves has been found for the cemetery. Maps of the post dating from 1880's to the 1920's show the cemetery as an irregular shaped parcel bordering White Street on the west. Angela Street on the south was closed and the cemetery extended approximately one half block south of Angela Street towards Newton Street. The northern and eastern boundaries of the cemetery were within the boundaries of the post.

The U.S. Army Barracks at Key West were established in 1831 and abandoned in December, 1835 due to a yellow fever epidemic. The Army troops re-occupied the barracks from 1862 to 1880. During that time men continued to be stricken and die from yellow fever and typhoid fever. These victims were buried in the cemetery. Wives and children of soldiers stationed at the post were also buried in the cemetery.

In 1927, records indicate that 436 bodies were removed from the Key West Post Cemetery and transferred to the military cemetery at Fort Barrancas, Pensacola, Florida. In 1949, what is now Peary Court was transferred from Army to Navy control.

2. Surface and Subsurface Archaeological Testing

In 1990, archaeological excavations were conducted at Peary Court to determine, in part, the aerial extent of the cemetery and whether it had been completely moved in 1927 *(see Archaeological and Historical Investigations for Proposed U.S. Navy Peary Court Housing Project Key West, Monroe County, Florida, 1991)*. These investigations were sufficient to determine that the 1927 relocation efforts at the Key West Post Cemetery were incomplete. In fact, one of the excavated grave pits contained a complete, in-situ, burial. After finding this complete burial, the investigation shifted to delineating the cemeteries northern and eastern boundary so that it could be preserved and set aside from further development. The other boundaries were defined by Navy property boundary fences.

Legend

SITE BOUNDARY

Figure X.A.1
Surplus Property & Surrounding Land Uses / Map
PEARY COURT CEMETERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

F: \ LANDPLAN \ KEYWNAS \ GRAPHICS \ PEARY-FIGURE IV.A.1.CDR

3. *Historic Preservation Plan*

Based on the findings contained in the *Archaeological and Historical Investigations for Proposed U.S. Navy Peary Court Housing Project Key West, Monroe County, Florida, 1991*, the NAS key West decided to preserve the cemetery and set it aside as a historical park. To this end, a preservation plan was developed in consultation with the Florida State Historic Preservation Officer for the Key West Post Cemetery. See Appendix at the end of this surplus property section for the preservation actions contained in this plan.

C. Urban Context

1. *Context Area*

Peary Court Cemetery is located within the historic area of the City of Key west and is approximately 2 blocks east of the Key West Cemetery. It is located on White Street at the intersection of Angela Street. The Cemetery breaks the flow of Angela Street on its east west run. The site is surrounded by residential uses to the north, northeast, west and south. A privately-owned mini-warehouse/storage building borders the site on its eastern boundary and encroaches onto the cemetery property. Directly adjacent on the north side of the property is the Peary Court housing development.

D. Site-Specific Conditions

1. *Existing Site Land Uses*

Presently the site is a large green lawn with some large banyan trees. It is fenced off from public access and a small monument marks its cemetery use.

2. *Existing Structures*

There are no existing structures within the site except for the monument commemorating the cemetery and the warehouse that encroaches the site on the eastern boundary.

3. *Easements and Rights of Way*

There are no apparent easements or rights-of-way on the site.

4. *Problems and Opportunities*

The Cemetery at present is fenced off by a white wood picket fence and has no interaction with the community. The sacred nature of its use as a cemetery, although not readily evident because of the grass area that now covers the site, presents a challenge for its potential re-use. It is important to note that there is no integration between this site and the surrounding residential communities.

E. Environmental Conditions

1. *Natural Conditions*

No natural plant communities or other ecologically sensitive features occur on the Peary Court Cemetery site.

2. *Coastal Management*

Coastal management issues are not applicable to the Peary Court Cemetery site. No portion of the site is designated as a Coastal High Hazard Area or lies within the Class I Hurricane Evacuation Zone.

3. *Contamination*

Uses adjacent to the Peary Court Cemetery include local roadways, Navy housing and residential areas. A privately owned mini-warehouse/storage building is located to the east and encroaches onto the cemetery property. This building was known to contain swimming pool maintenance chemicals and air conditioning equipment.

According to the draft Environmental Baseline Survey (EBS) prepared by the Environmental Detachment Charleston S.C. in October, 1996, there is no evidence that hazardous substances or petroleum products were stored, released, treated, or disposed at Peary Court Cemetery. No polychlorinated biphenyls or asbestos containing materials are suspected at this facility. The painted fences appear to be new and are not suspected to contain lead based paint. Because the site is an open area, no radon is suspected and no signs of stressed vegetation or soils were observed on the site or surrounding property. The use of pesticides has been limited to mosquito and pest control. No records or visual observation indicate the improper use of pesticides.

The EBS categorizes the site as "Classification 1/WHITE," or areas where no release or disposal of hazardous substances or petroleum products has occurred (including no migration of these substances from adjacent areas). This classification is based on available information and visual observation. This classification indicates that the property is eligible for deed transfer under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended.

F. Transportation

Peary Court Cemetery is located in the downtown area and is well served by the existing roadway network. The site could be accessed using either Truman Avenue, then Eisenhower Drive and then Petronia Street to the site, or Truman Avenue then White Street to the site. However, as mentioned earlier, the segment of Truman Avenue in the downtown area is congested and designated as a physically constrained roadway. The intersections of N. Roosevelt Boulevard and Palm Avenue/ First Street and Palm Avenue and White Street are operating below the level of service standard. The existing and proposed transit routes as well as the existing and proposed bicycle facilities provide good accessibility to the site.

Appendix IV.B.1

Historic Preservation Plan - Preservation Actions
Key West Post Cemetery - Florida

as presented in

Archaeological and Historical Investigations
for Proposed U.S. Navy Peary Court Housing Project
Key West, Monroe County, Florida, 1991

Excavations were conducted to determine the boundaries of the Key West Post Cemetery. Backhoe trenches were excavated at the northwest edge and northeast/east edge of the cemetery. Posthole alignments were found remaining from the original wooden fence surrounding the cemetery, and coordination was made with NAS Key West for accurate survey location of the fence to be rebuilt around the cemetery.

In accordance with Stipulation 2.b. Archeological Resource Protection, Treatment, of the Memorandum of Agreement Regarding Key West Family Housing Project, this preservation plan has been developed in consultation with the Florida State Historic Preservation Officer for the Key West Post Cemetery.

Preservation Actions

1. Preserve the cemetery in a partially original state. Place a picket fence along the west side (White Street) and south side only. One gate would be placed at White Street on the west to allow pedestrian traffic. No cap stone wall would be built and the picket fence would be placed as close as possible to original alignment. No further excavations would take place. The same wrought iron fence to be installed elsewhere on White and Angela Streets shall be installed along the north and northeastern sides of the cemetery.

The picket fence will be built to approximate that shown in Plate 1 and described in the Historical Setting of this Plan. Dimensions will be approximately as follows:

Pickets: 2 9/16 inches wide, 11/16 inch thick, 4 feet tall and pointed on the end.

Posts: 4 x 4 inches thick, approximately 4 feet tall (above the ground), set approximately 5 feet apart. Gate posts appear to be 4 x 6 inches thick, also set 4 feet above the ground.

Gate: double type construction, using same size pickets as above with single diagonal support, see Plate 1. Simple T-strap hinges and slide bolts will be used on the gate.

The existing low wall along the White Street side of the cemetery does not appear in historical photographs of the Barracks and is apparently not original. For this reason we recommend placement of the picket fence along White Street. The existing low wall may be removed to allow installation of the picket fence.

2. Place a permanent type historical marker or small monument describing Barracks history and the presence of the Key West Post Cemetery within the cemetery grounds.

3. Maintain the cemetery area in some variety of native or other appropriate grass, keeping existing mahogany trees pruned and fertilized, and grass cut. Periodically the picket fence will be painted white, and all weeds around the fence will be kept trimmed.

A privately owned storage building encroaches onto Government land and the original cemetery area at the eastern side at Angela Street. It is possible that graves are present under the structure and a portion of the intersection of Angela and Gonzalez Streets in front of the structure. The owner of the structure, as well as the City planning and building agencies should be notified of the fact that the cemetery extends under the structure and the intersection of Angela and Gonzalez Streets. This building will act to enclave the eastern side of the cemetery. As such, no permanent fencing will be installed along the western side of the building. The intersection of present day Gonzalez and Angela Streets appears to lie within a portion of the cemetery, probably due to past street widening. The City planning and building agencies should also be notofied of this possibility. It is probably more practical to place the cemetery fence along the boundary of these streets, rather than considering street realignment.

Caution must be taken that future construction activities do not, however, disturb those cemetery areas preserved under the pavement at the intersection of Gonzalez and Angela Streets. Of particular concern would be ground disturbing work by the City of Key West, such as relocating storm or sewer lines, and removal of pavement and grading.

Lastly, to maintain visual attractiveness and to provide a safety factor around the cemetery, it is recommended that a buffer be provided outside of the original picket fence. It is possible that past realignments of the cemetery fence resulted in isolated burials being located outside the fence line discovered by Mobile District. This buffer will help to insure that potential isolated burials would be avoided by construction. The required cemetery buffer zone lies on the north and northeast sides of the cemetery and consists of a 5' set back from the original fence post holes to a new wrought iron fence, a 25' set back from the original fence post holes to new dwellings, and a 50' setback from the original fence post holes to any storm water runoff ponds.

REUSE PLAN

A. Land Use Plan

Proposed use of the tract is to maintain the property as an historic open space or potentially reuse a portion of the site as a cemetery (see Figure X.A.1, Surplus Property and Surrounding Land Use Map). The western portion of this site is currently zoned "Military" (M) while the eastern half is zoned Historic Medium Density Residential (HMDR). The land use categories described in the Land Development Regulations which allow cemetery use are limited to Historic Public and Semi-Public Services District (HPS) and Public and Semi-Public Services District (PS). The historic nature of the site dictates that HPS should be the proposed land use designation. The designation change from Military (M) and Historic Medium Density Residential (HMDR) to Historic Public and Semi-Public Services District (HPS) while require an amendment to the Comprehensive Plan.

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- Individuals that submitted NOIs;
- Individuals living within the vicinity of the affected naval properties;
- Homeless providers; and,
- The general public.

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. The Peary Court Cemetery site NOIs are summarized below as well as the manner in which proposed plan addresses the NOI.

NOIs Submitted for the Peary Court Cemetery site include:

#15 Veterans Council of Monroe County A.K.A. Monroe County Veterans Council - "To maintain and perpetuate the Civil War burial ground as a memorial to veterans buried there; to maintain the site as a historical site; and to memorialize it as a national and state

memorial to all veterans of the United States.

In the final plan, the property is proposed to remain as a cemetery, with the possible inclusion of a memorial and areas for new grave sites.

#16 Key West Dog Owners Association - For use as a "continued meeting place and dog park."

The use requested here is inconsistent with the proposed plan use. The proposed plan use is consistent with the use requested in NOI #15.

C. Conveyance

Peary Court Cemetery could be conveyed as a historic monument, with deed restrictions which would protect the existing burials, perhaps through relocation to a tomb of the unknown soldier within the site, and allow new internments. This should be at no-cost public benefit conveyance. The City of Key West would hold title to the site.

D. Regulatory Guidelines

The Peary Court Cemetery is expected to be maintained as a cemetery. However, proposed improvements need to be consistent with the Historic Preservation Plan — Preservation Actions, Key West Post Cemetery, Florida, as included in the Archaeological and Historical Investigations for Proposed U.S. Navy Peary Court Housing Project, Key West, Monroe County, Florida. In addition, the Florida State Historic Preservation Officer and federal Department of the Interior may be involved in reviewing and approving plans for re-interment of existing bodies.

XI. OLD COMMISSARY BUILDING

EXISTING CONDITIONS

A. Site Description

This 1.82 acre site located within the City's Historic District consists of one large historic building and two small utility buildings.

The principal building on the site is a 43,130 square foot historical commissary building and two miscellaneous utility plant buildings of 40 square feet and 170 square feet. The site also contains approximately 3,024 square yards of parking area and 139 linear feet of fencing. (See Figure XI.A.1, Surplus Property Aerial Map).

B. Historical & Cultural Resources

1. Location

This site is bounded on the north by Catherine Street, on the east by Simonton, on the south by Louisa and on the west by Duval Streets. The tract is located within the Key West National Historic District and is considered a contributing element to the District based on significance to the cigar industry in Key West.

2. Summary of History

In 1871, Eduardo H. Gato bought several lots comprising most of the present project tract and constructed the Gato Cigar Factory. The wooden factory building burnt after World War I, and the present building was reconstructed in concrete in 1922. The Navy subsequently purchased the property and converted it into a commissary.

3. Surface and Subsurface Archaeological Testing

The *Archaeological Survey of Key West Naval Air Station - Monroe County, Florida, 1996,* indicates that no artifacts or subsurface archaeological deposits were found on during the survey and it is believed that little potential exists for an significant features to be located on site. The *Survey* recommends no further cultural resource management for the commissary tract.

4. Building Survey

According to the inspection conducted in *An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995),* the two story cast concrete building is supported on a concrete slab. The exterior of the building is faced with a thin stucco.

Legend

SITE BOUNDARY

Figure XI.A.1
Surplus Property & Aerial Map
OLD COMMISSARY BUILDING
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

5. *National Register Eligibility*

Based on the buildings history as part of the thriving cigar industry in Key West it is recognized as a contributing element to the Key West National Register Historic District and as such is listed on the National Register of Historic Places.

C. Urban Context

1. *Urban Context Area*

The Old Commissary Building is located within 2 blocks of the historic Bahama Village neighborhood. The site is bounded by Catherine Street on the north; Simonton Street on the east; Louisa Street on the south and Duval Street on the west. Adjacent land uses are primarily residential with small pockets of commercial nearby (see Figure XI.A.1).

D. Site-Specific Conditions

1. *Existing Site Land Uses*

The Commissary site comprises approximately 1.82 acres of land, the large portion of which is occupied by a large commissary building used by the Navy since its acquisition in 1943. Currently, the building is being used to warehouse building supplies for the Naval Air Station Public Works Department. The building is not presently occupied.

2. *Existing Structures*

The site contains a vacant 43,130 square foot historical commissary building and two small miscellaneous utility plant buildings of 40 and 170 square feet. An asphalt surface parking lot of approximately 3,024 square yards and approximately 139 linear feet of fencing are the only other structures on the site.

3. *Easements and Rights-of-Way*

There are no apparent easements or rights-of-way within the property.

E. Environmental Conditions

1. *Natural Conditions*

No natural plant communities or other ecologically sensitive features occur on the Old Commissary Building site.

2. *Coastal Management*

Coastal management issues are not applicable to the Old Commissary site. No portion of the site is designated as a Coastal High Hazard Area or lies within the Class I Hurricane Evacuation Zone.

3. *Contamination*

According to the draft Environmental Baseline Survey prepared by Southern Division, Naval Facilities Engineering Command, Charleston, SC, in February 1997, there is historical evidence to suggest that hazardous substances or petroleum products were store and used at the Commissary. When the facility was a cigar factory, tobacco, coal, coal oil, and lubricating oils may have been stored onsite for heating and equipment maintenance. During its use a commissary, large generators and compressors were located outside of the building; these machines would have used snobracoruolforolhc. Substances used for personal, family or household purposes were purchased in bulk and offered for sale to Navy active duty personnel. These products meet exemption criteria.

Other materials such as building cleaning supplies were probably maintained in the building; however, no list of these materials was available. No hazardous substances were stored in the facility at the time of the site visit. One aboveground tank used for fuel oil storage was located on the site in 1994, but was not present during subsequent site visits in 1996. The commissary contains asbestos-containing floor tiles, mastic, and pipe wrap. Some light fixtures may contain PCB-contaminated light ballasts. Due to the age of the building, it is likely that lead-based paint is present. There is no indication of radon, and no stained soil or stressed vegetation. Pesticides, likely insecticides and rodenticides, were applied on the property; however, no large amounts of pesticides were stored on the site.

Some staining, typical of parking lots, was found in the parking areas. Staining was also identified on the second floor of the commissary where a conveyor system at one time included motors leaking oil. These stains were considered minimal. There are seven registered underground storage tanks within 600' of the commissary.

The EBS categorizes the commissary site as "Classification 2/Blue," or areas where only release of petroleum products has occurred. Based on the review of available data, the site cannot be classified as uncontaminated use to the visible petroleum staining on the parking lot and on the second floor at the end of the conveyor belt. This staining is consistent with vehicle parking and machinery operation and does not require environmental remediation. Property in this category is eligible for transfer under Comprehensive Environmental Response Facilitation Act (CERCLA), as amended.

F. Transportation

The Old Commissary Building is located in the downtown area. The site is well served by the existing roadway network and transit routes. In addition, the proposed transit service, park-and-ride and shuttle service, and bicycle facilities improvements will further improve site accessibility. However, similar to other downtown attractions, the US 1 corridor (Truman Avenue) is heavily congested and the segment of between Eisenhower Drive to Whitehead Street is designated as physically constrained roadway. The proposed bicycle service and park-and-ride and shuttle bus service improvements will reduce vehicular demand in the downtown area and relive congestion.

An alternative route to the site from the east side of the city is through Flagler Avenue, then White Street and then Amelia Street to the site. Along this corridor Flagler Avenue between Fifth Street and First Street, the intersection of Flagler Avenue and First Street/Bertha Street, and the intersection of Flagler Avenue and Kennedy Drive are operating below the level of service standard.

REUSE PLAN

A. Land Use Plan

The Old Commissary Building is proposed for use by Monroe County as administrative and community services offices (see Figure XI.1, Surplus Property and Surrounding Land Use Map).

This site is currently zoned Historic Neighborhood Commercial (HNC-1), which allows the types of uses proposed. Therefore, no zoning change will be required to accommodate the new uses.

Specific building improvements to restore the historical and architectural value of the Commissary Building have been proposed (Bender & Associates, 1996, "Building Analysis and Report for Existing Commissary Building"). These modifications, aimed at re-establishing the Neo-classical architecture of the original 1919 structure, include the removal of roofing from the central courtyard, as well as extensive interior and MM exterior building restoration.

All Modifications to this historic structure will need to adhere to federal and state standards and requirements for the rehabilitation of historic structures.

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- Individuals that submitted NOIs;
- Individuals living within the vicinity of the affected naval properties;
- Homeless providers; and,
- The general public.

Legend

SITE BOUNDARY

Figure XI.1
Surplus Property & Surrounding Land Uses / Map
OLD COMMISSARY BUILDING
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. The Old Commissary Building site NOIs are summarized below as well as the manner in which proposed plan addresses the NOI.

NOIs Submitted for the Old Commissary Building site include:

#2 Monroe County - To relocate the County Administrative Offices and social services presently located on Stock Island (excluding the Division of Public Works or its vehicles which will be relocated to Stock Island), or the Information Systems Dept. HRS will relocate its services from Stock Island, including the Public Health Unit. The County proposes that the Commissary be used as a Hurricane Shelter.

In the final plan, the Commissary is proposed for use by Monroe as administrative and community service offices.

#13 Life Center Foundation, Inc. - Joint venture between Monroe County/City of Key West and a private developer for sale/lease back to take advantage of substantial historic tax credits. Development would include museum, government offices, and new affordable housing.

This site is proposed for use by Monroe County as administrative/ community service offices as requested in NOI #2.

C. Conveyance

The commissary could be conveyed through a combination of several conveyance types, including the historic monument transfer, a health conveyance and an education conveyance. This public benefit conveyance should support the multiple uses proposed by Monroe County for the site. The cost to restore the building, address environmental clean-up needs, and operate and maintain the property should help discount the property. Monroe County would be the title holder.

D. Regulatory Guidelines

1. Introduction

The purpose of this section is to identify and describe the key policies, practices and regulations that will most likely be required for the Old Commissary project, as depicted in the Base Reuse Plan. The issues discussed in this section are based on the consultant's research, experience and knowledge and on comments received from various review agencies during the July 28, 1997, Chapter 288 Pre-Submission Workshop.

Numerous agencies have regulatory or commenting authority on development in Key West. The following list is not intended to be inclusive, but rather to identify the agencies responsible for the key programs relevant to the site.

- Florida State Historical Officer;
- Federal Department of the Interior;

- South Florida Water Management District; and,
- City of Key West Planning Department.

Consistency of the development plans with the historic nature of the site will be important. The Building Analysis and Report for Existing Commissary Building, Bender and Associates Architects, October 1996, provides a discussion of the reuse issues. Coordination with state and federal agencies charged with historic preservation may be necessary. In addition, a development agreement may be required by the City of Key West allow structural changes to occur. If changes to impervious surfaces result from the plan, a new stormwater permit may also be required from the South Florida Water Management District and the City of Key West.

XII. EAST MARTELLO BATTERY SITE

EXISTING CONDITIONS

A. Site Description

This surplus property, located near the western end of the Key West Airport runway, consists of approximately 43.7 acres of land (see Figure XII.A.1, Surplus Property Aerial Map). Development on the East Martello Battery Site is restricted to an earth-covered, reinforced concrete magazine structure. The remainder of the site is occupied by salt ponds, mangrove forests, and disturbed upland and wetland areas.

B. Historical and Cultural Resources

1. Summary of History

Martello Battery is estimated to have been built in the early 1940's and was used as an Army Coastal Defense Battery. The Battery was constructed to help protect Meacham Field (now Key West International Airport).

A portion of the site is within the area once used by settlers to make salt by solar evaporation. Salt water impounded in the evaporating pans by a system of dikes offered settlers in the 1800's the most promising commercial industry, the manufacture of sea salt. From the 1830's until 1876 when the hurricane-plagued works were abandoned, the ponds supplied much of the salt to the nation *(The Key West Salt Ponds - Acquisition Proposal, July 1986).*

2. Surface and Subsurface Archaeological Testing

The *Draft - Archaeological Survey of Key West Naval Air Station - Monroe County, Florida (1996)* indicates that no World War II subsurface archaeological features were identified during the survey of the Martello Battery site. The *Survey* recommends no further archaeological management for the parcel.

3. Building Survey

In 1995 the U.S. Army Corps of Engineers completed *An Architectural Inventory - Naval Air Station Key West, Key West, Florida*. The field work conducted in the development of this report located and inventoried all buildings and structures built through 1946 and buildings and structures associated with major historical Cold War Era events. The purpose of the inventory was to evaluate the structures and complexes for their potential listing on the National Register of Historic Places.

The Battery's construction is linked with the Army's effort to provide facilities to defend the southern part of the United States during World War II. The building is composed of reinforced concrete covered with earth. It is currently covered with vegetation and is abandoned.

Legend

SITE BOUNDARY

Figure XII.A.1
Surplus Property Aerial Map
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\MARTELLO-FIGURE IV.A.1.CDR

4. *National Register Eligibility*

Based on the findings of *An Architectural Inventory - Naval Air Station Key West, Key West, Florida, (1995)* the battery is in excellent condition and repair and is considered eligible for the National Register of Historic Places.

C. Urban Context

1. *Urban Context Area*

The East Martello Battery Site is located approximately 2 blocks south of Flagler Avenue at Government Road, which bisects the site as it allows access to the Hamaka Park and Hawk Missile Site (see Figure XII.C.1, Surrounding Land Uses). Two residential areas border the site on the north. One residential area is to the west of Venetian Road and the other residential development borders the northeast corner of the site. On the south side of the site is a large salt marsh. This salt marsh wraps around the site towards the west and the east and abuts the Key West Airport runway. The Key West Airport runway is on the east side of the site as illustrated in Figure XII.C.1.

D. Site Specific Conditions

1. *Existing Site Land Uses*

Existing land uses within the site include the abandoned unpaved roadways that defined the access to the missile batteries and their firing pads, and salt marshes (see Figure XII.D.1, Existing Functional Land Uses).

2. *Existing Structures*

The only existing structure on the East Martello Battery site is an earth-covered, reinforced concrete magazine structure, located in the center of the site just south of Government Road (see Figure XII.D.2, Existing Structures).

3. *Easements and Rights of Way*

Government Road bisects the site to allow access to the Hawk Missile Site area to the east.

4. *Problems and Opportunities*

The parcel appears to be isolated from development limiting its capacity to generate economic potential for uses other than those associated with the public sector. Large portions of the site seem to be not suitable for development because of their ecological value as salt marshes. Additionally the location of the runway and the landing and take-off approaches adjacent to the site make this site highly unsuitable for residential development (see Figure XII.D.3, Problems & Opportunities).

Legend

- SITE BOUNDARY
- OPEN SPACE
- LOCAL FEATURE
- MAJOR ROAD
- ACCESS ROAD

Figure XII.C.1
Surrounding Land Uses
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

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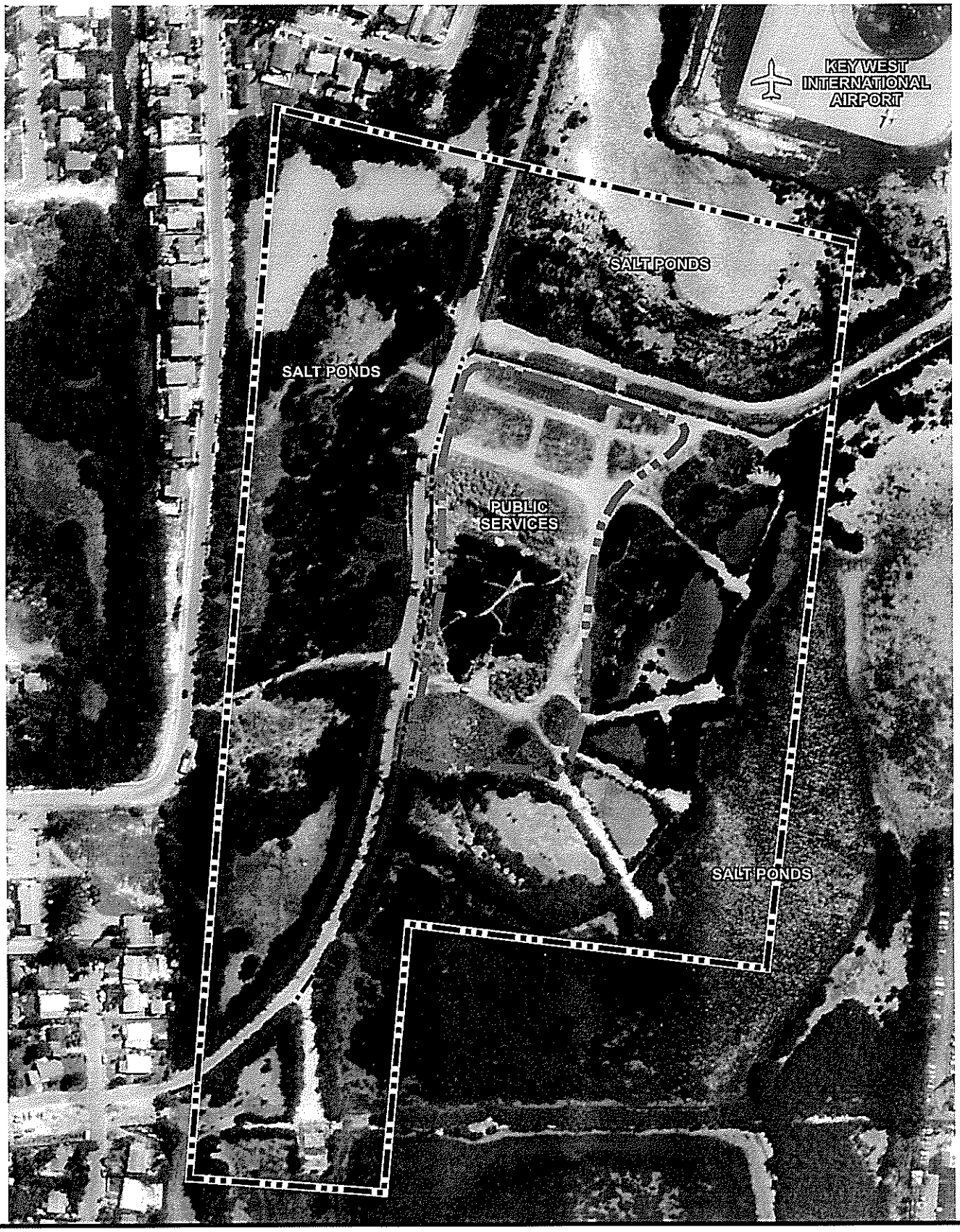

Legend

- SITE BOUNDARY
- OPEN SPACE
- ROAD

Figure XII.D.1
Existing Functional Land Uses
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

SERMELLO • AJAMIL & PARTNERS • INC.

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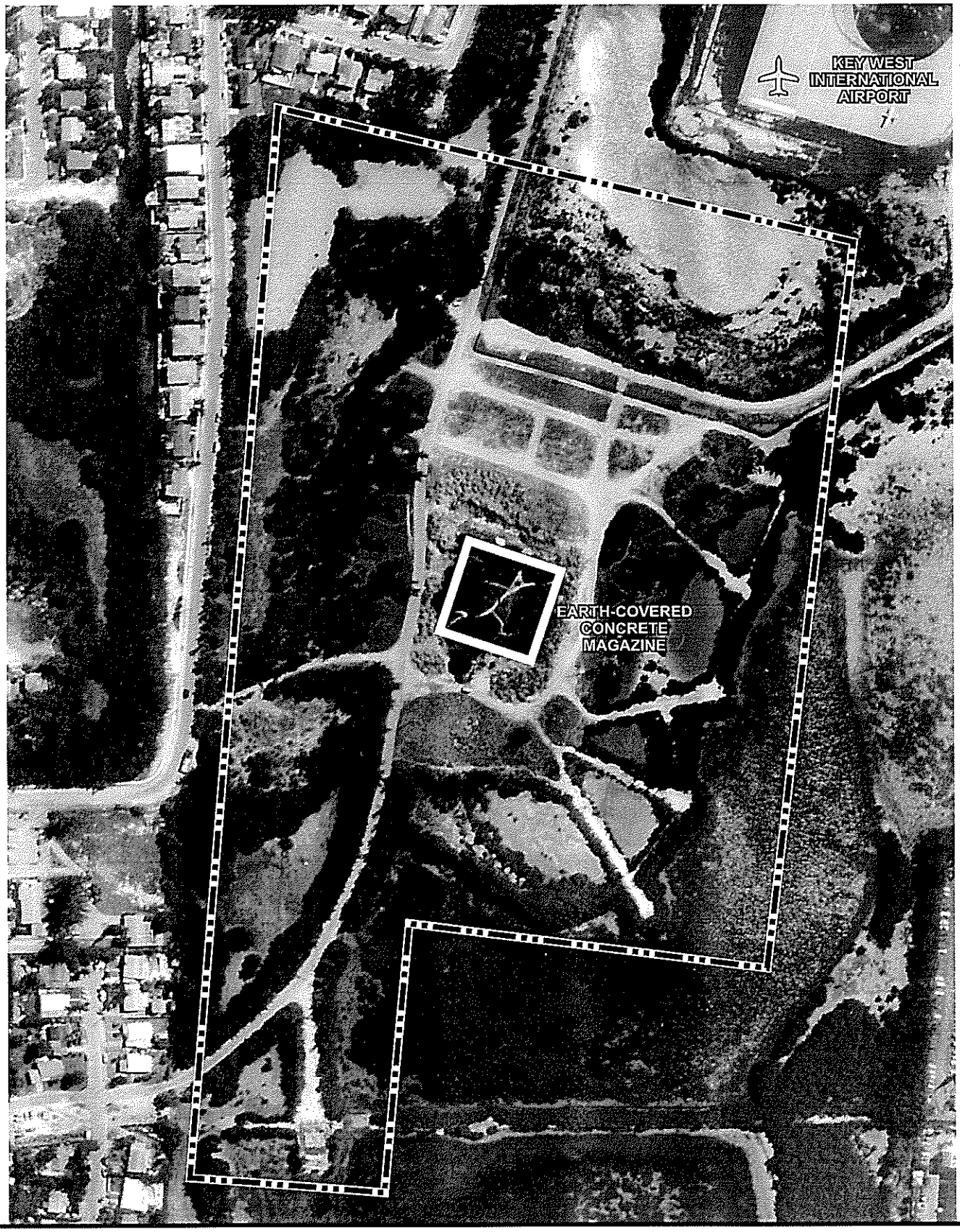

Legend

SITE BOUNDARY

Figure XII.D.2
Existing Structures
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

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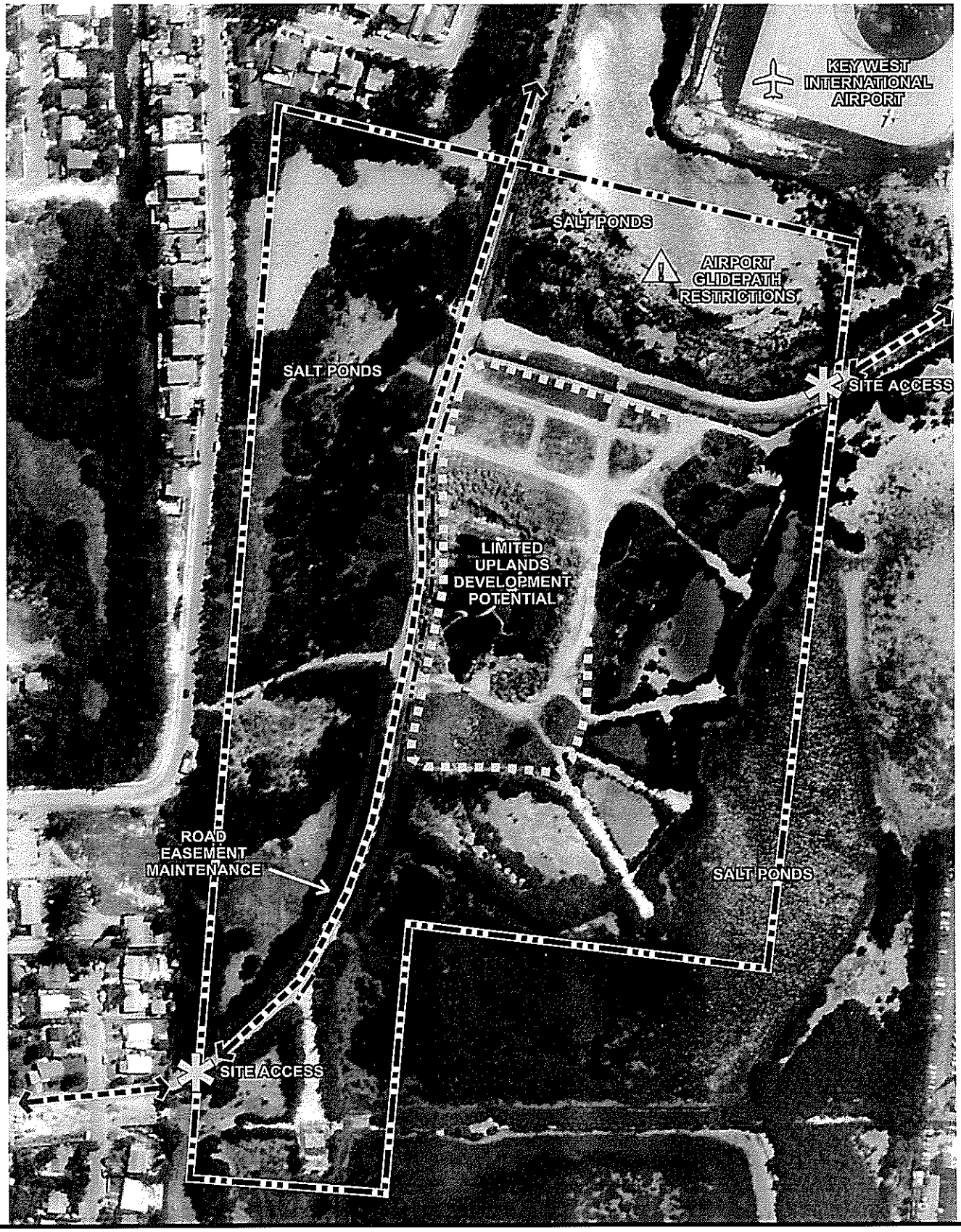

Legend

- SITE BOUNDARY
- OPEN SPACE
- ROAD EASEMENT

Figure XII.D.3
Problems & Opportunities
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERNELLO · AJAMIL & PARTNERS · INC.

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E. Environmental Conditions

The following report section provides an overview of environmental conditions at the East Martello Battery Site. This overview includes:

- Characterization of existing natural conditions, including vegetation, wildlife habitat value, protected species and environmental regulatory issues;
- An overview of relevant coastal management issues; and,
- Identification of potential contamination issues.

1. Natural Conditions

The East Martello Battery Site is located within the Salt Ponds region of Key West. The Salt Ponds are a largely undeveloped area containing a mixture of hypersaline lakes, mangrove forests, hardwood hammocks and transitional habitat. Although some portions of the Salt Ponds have been disturbed, this region represents the highest quality habitat in Key West. Lands to the south and west of the East Martello Battery Site have already been incorporated into the Key West Salt Ponds Conservation Area.

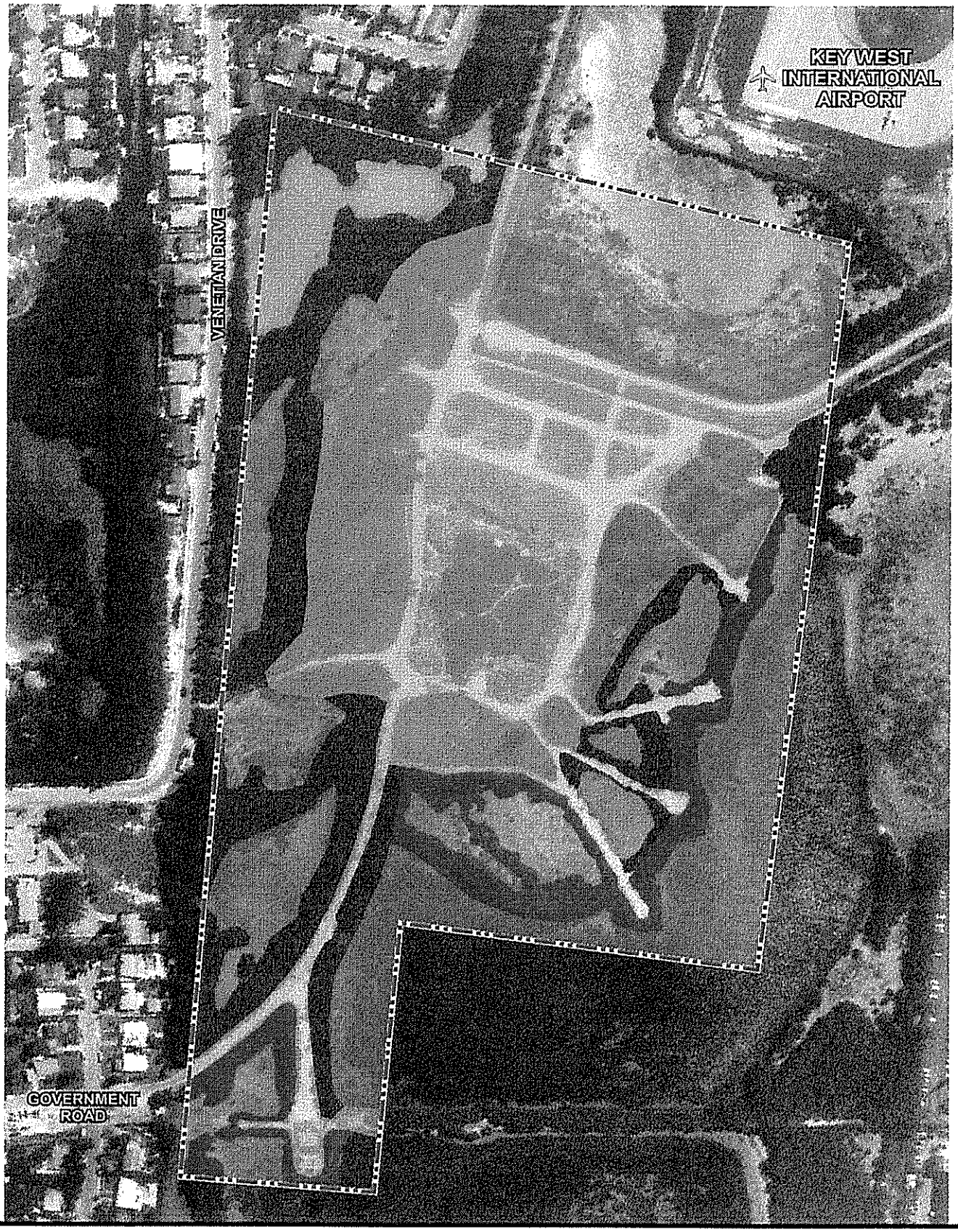
The East Martello Battery Site itself contains high-quality mangrove forest and salt pond habitats, as well as lower-quality disturbed wetland, transitional and upland areas (see Figure XII.E.1, Natural Conditions).

a. Ecological Features and Wildlife Habitat

Salt Ponds: These shallow, saline ponds occupy much of the East Martello Battery Site. Salt ponds contain extensive beds of turtle grass (*Thalassia testudinum*), shoal grass (*Halodule wrightii*) and marine algae. These vegetated areas provide habitat for a diverse area of marine animals, including shrimp, horseshoe crabs, snapper, barracuda and other oceanic fish. The shallow salt ponds also provide important foraging grounds for osprey, roseate spoonbills, and several species of herons and egrets.

Mangrove Forests: The East Martello Battery Site contains dense forests dominated by red mangrove (*Rhizophora mangle*) and black mangrove (*Avicennia germinans*). Other common plant species in these forests include sea ox-eye (*Borrichia arborescens*), salt grass (*Distichlis spicata*) and glasswort (*Salicornia* spp.).

Mangrove forests on the East Martello Battery Site provide important habitat for both marine and terrestrial wildlife. The roots of red mangrove trees are heavily colonized by sponges, tunicates, and other colonizing organisms, and provide valuable nursery habitat for marine fishes. Mangroves also provide potential nesting, roosting and foraging habitat for bald eagles, osprey and a variety of wading birds.



Legend

- SITE BOUNDARY
- SALT PONDS
- MANGROVE FOREST
- DISTURBED MANGROVE WETLANDS
- DISTURBED TRANSITIONAL AREAS
- DISTURBED UPLANDS

March 1996 Source: Fairchild National

Figure XII.E.1
Natural Conditions
EAST MARTELLO BATTERY
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

F:\LANDPLAN\KEYWNAS\GRAPHICS\MARTELLO-FIGURE IV.E.1.CDR

Disturbed Mangrove Wetlands: Disturbed mangrove wetlands occur near roadways, building sites and other disturbance features. Although disturbed mangrove wetlands are largely dominated by red and black mangroves and other mangrove forest species, these areas have experienced encroachment by invasive exotic plants, including Australian pine (*Casuarina* spp.), Brazilian pepper (*Schinus terebinthifolius*), day-flowering jessamine (*Cestrum diurnum*).

Although disturbed mangrove wetlands on the East Martello Battery Site provide some of the same types of wildlife habitat as mangrove forests, habitat value has been severely decreased by the spread of Australian pines and other invasive exotics. Habitat values associated with these areas could be greatly improved if exotic species were removed.

Disturbed Transitional Areas: Some portions of the East Martello Battery Site where vegetation has been cleared have begun to develop plant associations that are transitional between mangrove wetland and disturbed upland communities. Common species in these areas include red mangrove, buttonwood (*Conocarpus erectus*), Brazilian pepper, Australian pine and salt grass. Disturbed transitional areas provide marginal foraging habitat for wading birds. However, habitat values associated with these areas could be greatly improved if exotic species were removed.

Disturbed Uplands: Much of the East Martello Battery Site is occupied by disturbed uplands. Upland areas are largely dominated by Australian pine, Brazilian pepper, day-flowering jessamine, weedy grasses and other exotic species. Some upland areas have been maintained clear of vegetation. Disturbed uplands likely provide little or no wildlife habitat. Removal of exotic species from disturbed upland areas on the East Martello Battery Site would greatly improve habitat values associated with other areas of the site.

b. Listed Species

Salt ponds and mangrove forests in the Salt Ponds area provide potential nesting and roosting habitat for osprey and white-crowned pigeons. Bald eagle sightings are reportedly common in the vicinity of the East Martello Battery Site.

c. Regulatory Issues

Salt ponds and mangrove areas on the East Martello Battery Site are protected as a jurisdictional wetlands by federal, state and local regulatory agencies; permits for enhancement or other alteration of these areas may be required.

Although no nesting or roosting sites were observed on site, the East Martello Battery Site contains habitat utilized by the bald eagle (*Haliaetus leucocephalus*), which is listed as Threatened by the U.S. Fish and Wildlife Service. Osprey (*Pandion haliaetus)* and white-crowned pigeons (*Columba leucocephala*) have also been observed on site; both of these species are listed for special protection by the Florida Game and Fresh Water Fish Commission. Therefore, any alterations to the East Martello Battery Site must conform to federal and state guidelines for protection of these species.

2. *Coastal Management*

The majority of the East Martello Battery Site has been designated a Class I Hurricane Evacuation Zone. The southeast corner of the site is designated as a Coastal High Hazard Area.

3. *Contamination*

The East Martello Battery was built on filled salt ponds in the early 1940's for use as a Coastal Defense Battery. It remained in this use until it was transferred to the Navy in 1950. The Navy developed the property as a trailer park which was used for military housing until 1956. After the trailers were removed, the remaining bunker was used as an administrative command post from 1985 until 1992 by the Monroe County Civil Defense. The site has also been used to store yard and tree cuttings.

According to the draft Environmental Baseline Survey (EBS) prepared by the Environmental Detachment Charleston S.C. in October, 1996, a fresh water tower once existed on the north side of East Martello Battery and a fresh water tank was installed as part of the booster system but both tanks have been removed. Concrete fresh water storage and sewage dosing tanks are located near the bunker, but appear to be out of service. No polychlorinated biphenyls are suspected at this facility. Asbestos containing material is suspected in the floor tiles and exterior vent piping. Lead based paint was detected on the interior surfaces of the bunker,. and lead-containing paint may be present in other parts of the facility. No information on radon was available and there was no evidence of stained soil or stressed vegetation. However, there are undetermined stains on the floor of the bunker. The use of pesticides has been limited to mosquito and pest control. No records or visual observations indicate the improper use of pesticides.

The EBS categorizes the East Martello Battery site as "Classification 7/Grey," or areas that are not evaluated or require additional evaluation. This classification is based on the large quantity of dumping on the site by the City of Key West, and the lack of historical data on prior uses. This classification indicates that the property will not be considered for transfer until the necessary environmental actions have been taken and the property has been reclassified in accordance with Comprehensive Environmental Response Compensation and Liability Act (CERCLA) and Department of Defense (DoD) guidance.

F. Transportation

East Martello Battery site is adjacent to the Hawk Missile site to the west. Access routes are through Flagler Avenue then Government Road. The segment of Flagler Avenue between First Street and Fifth Street and the intersections of Flagler Avenue and First Street/Bertha Street and Flagler Avenue and Kennedy Drive are in the general vicinity of the site and are all operating below the level of service standard. In addition, the existing transit routes and proposed bicycle facilities serve the Flagler Avenue are in the vicinity of the site. Access to the site is limited with Government Road providing the only means of ingress and egress.

REUSE PLAN

A. Land Use Plan

The majority of the East Martello Battery site is proposed for use by the Key West International Airport as a runway clear zone and obstruction-free zone (see Figure XIV.1, Site Location). This area will be fenced and maintained according to FAA regulations. The remainder of the site is proposed for preservation and passive open space recreation (nature trails, scenic overlooks, etc.). Environmental permits would be required for improvements resulting in impacts to on-site wetlands.

A combination of zoning categories exist on this site including Public and Semi-Private Services (PS) and two Conservation district: Outstanding Florida Waters (C-OW); and, Tidal Wetlands of the State (C-TW). The types of uses proposed for this parcel are consistent with the zoning uses allowed and no zoning change is required.

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- Individuals that submitted NOIs;
- Individuals living within the vicinity of the affected naval properties;
- Homeless providers; and,
- The general public.

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. The East Martello Battery site NOIs are summarized below as well as the manner in which proposed plan addresses the NOI.

NOIs Submitted for the East Martello Battery site include:

1 City of Key West - For conservation, green space, recreation and possible cemetery.

In the plan, conservation uses are proposed for site; recreational uses are not yet proposed.

#2 Monroe County - Site near the Key West Airport for airport purposes, specifically for the required runway protection zone and Part 77 approach slope.

The majority of the site is proposed for use by the Key West International Airport as a runway clear zone and obstruction-free zone. The remainder of the site is proposed for use as passive open space recreation.

Legend

SITE BOUNDARY

Figure XII.1
Site Location
EAST MARTELLO BATTERY
KEY WEST FINAL BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

March 1996 Source: Fairchild National

C. Conveyance

This site will likely have two different conveyance mechanisms corresponding to two title holders: an airport conveyance sponsored by the Federal Aviation Administration for the runway safety zone with title going to Monroe County; and, a conservation conveyance (perhaps sponsored by the U.S. Fish and Wildlife Service) with title going to the City of Key West. It is likely that the conservation conveyance would have deed restrictions prohibiting commercial development.

D. Regulatory Guidelines

1. Introduction

The purpose of this section is to identify and describe the key policies, practices and regulations that will most likely be required for the East Martello Battery project, as depicted in this plan. The issues discussed in this section are based on the consultant's research, experience and knowledge and on comments received from various review agencies during the July 28, 1997, Chapter 288 Pre-Submission Workshop. This section is organized into three parts. The first addresses the relevant agencies; the second identifies key policies, practices and programs; and, the third outlines the way in which these policies, practices and programs may inform the proposed development program.

2. Principal Agencies

Numerous agencies have regulatory or commenting authority on development in Key West. The following list is not intended to be inclusive, but rather to identify the agencies responsible for the key programs discussed later in this section.

- United States Army Corps of Engineers (USACE);
- United States Environmental Protection Agency (EPA);
- United States Fish and Wildlife Service (USFWS);
- National Marine Fisheries Service (NMFS);
- Florida Game and Fresh Water Fish Commission (FGFWFC);
- Florida Department of Environmental Protection (FDEP);
- Florida Department of Community Affairs (DCA);
- South Florida Water Management District (SFWMD); and,
- City of Key West Planning Department.

3. Policies, Practices and Regulations

The following describes the principal policies, practices and regulations affecting the proposed creation, restoration and enhancement of wetland values on the East Martello Battery property. Some descriptions address federal or state designations; others outline regulatory processes. In most cases the regulatory process is the means by which special designations and their associated policies and practices are implemented. This section does not attempt to exhaustively identify every possible permit required for development; rather, it seeks to outline the most significant (and potentially prohibitive) processes which may be encountered during plan approval. Actual design of the improvements may resolve some regulatory issues or raise others not considered in this analysis. Further, the policies and implementing regulations are in a constant state of flux-- standards or practices in place today may change in the future. Therefore, the following should be used as a guide only; regulatory determinations should be made during the detailed planning and design process.

4. Area of Critical State Concern

Due to the significant environmental resources throughout the area, the Florida Keys have been designated as one of Florida's four Areas of Critical State Concern (ACSC). This designation is given in order to strengthen the capabilities of the local government to protect resources of statewide and regional importance.

The DCA, City of Key West and the Governor and Cabinet administer the ACSC program as it relates to Key West. Under this program the City of Key West must give notice to DCA of the receipt of any application for development approval. The DCA has review authority over all development orders, comprehensive plans and amendments within the ACSC, and makes recommendations to the Governor and Cabinet for approval, denial, or changes. The principles for guiding development contained in Chapter 28-36, Florida Administrative Code, provide the standards by which these reviews are conducted. The ACSC authority extends to all development permits, even for single family dwellings. Further, the DCA, through its consistency review of federal actions, can apply the ACSC principals to any federal permit or license, financial assistance, or other federal activity which affects the coastal zone.

5. Dredge and Fill

Dredge and fill is a catch all phrase that generally refers to submerged lands impacts. These types of impacts are heavily regulated at every level. At the federal level dredge and fill activities are regulated by the USACE and the EPA. At the state level, either the FDEP or the SFWMD will issue the approval, depending on how the specific activity falls within the guidelines for delegation. In order to simplify permitting procedures, the FDEP/SFWMD and USACE have developed a joint application form, known as the Environmental Resource Permit application. At the local level, the City of Key West also regulates dredge and fill activities through its land development regulations. Each program is described in more detail below.

In determining whether to issue or deny a permit for dredge and fill, the USACE considers conservation, economics, aesthetics, historic value, fish and wildlife, navigation, recreation, and other factors affecting the public interest. Other federal agencies, including the U.S. Fish and Wildlife Service (concerned with endangered species), National Marine Fisheries (concerned with impact to fisheries resources), the Florida Keys National Marine Sanctuary and EPA comment on Corps application. The EPA has the authority to specify disposal sites for discharge of dredge and fill material into waters of the United States. The EPA, in addition to an independent enforcement authority, may exercise its veto power to prohibit or otherwise restrict a site where the discharge of dredged or fill material will have an "unacceptable adverse effect" on municipal water supplies, shellfish beds and fishing areas, or recreational areas. The USACE frequently requires environmental mitigation as a condition for the issuance of a Section 404 dredge and fill permit. Mitigation in this federal context is broadly defined as the avoidance, minimization, reduction, or compensation for wetland impacts created by impacts on important aquatic sites. Mitigation is typically required on an acre for acre basis for functional wetlands altered by construction activities. The USACE works closely with the EPA in an attempt to implement the federal objective of achieving no net loss functions.

The FDEP Environmental Resource Permit reviews direct impacts created by the project, as well as secondary and cumulative impacts indirectly attributed to the project. Projects in an Outstanding Florida Waters must also meet the specific regulations for that

designation. In addition, the FDEP receives comments from the Florida Game and Freshwater Fish Commission and the State Historic Preservation Office in determining whether to issue a permit. The FDEP defines mitigation as an action or series of actions that will offset adverse impacts that would otherwise cause a proposed dredge and fill project to be denied. Mitigation ratios are based on a number of site specific circumstances which are generally outlined in the ERP guidelines.

The City of Key West has developed a series of Environmental Protection criteria, set forth in Article XI of the Land Development Regulations. This criteria addresses various types of impacts. Consistency with the regulations or a variance is required for issuance of a development agreement. All development agreements are reviewed by the DCA in accordance with the ACSC criteria.

The plan proposes creation, restoration and enhancement of wetlands within the site. This is expected to constitute a clear environmental benefit, and it is likely that the agencies will be positive about the project. It may be possible to reserve mitigation credit from the wetlands creation, restoration and enhancement work on the site for other projects in the vicinity. This should be investigated with the agencies.

Summary

The table below generally identifies the key federal/state/regional/local permits, plans or approvals anticipated for the East Martello Battery parcel.

TABLE XIV.1
E. MARTELLO BATTERY RELEVANT REGULATIONS AND PLANS

Site Component	Name of Policy, Practice or Regulatory Approval	Permitted Activity	Agency	Key Issues
Environmental Restoration	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested though the Environmental Resource Permit joint application	Creation, restoration and enhancement of salt pond	USACE (EPA, USFWS and FKNMS commenting). DCA will conduct Consistency review per ACSC	Mitigation credit for positive environmental benefits should be maintained.
	Environmental Resource Permit	Creation, restoration and enhancement of salt pond	FDEP will issue for Port facilities (FGFWFC comment). OFW review.	Mitigation credit for positive environmental benefits should be maintained.
	Development Agreement	Creation, restoration and enhancement of salt pond	City of Key West with ACSC review by DCA	Mitigation credit for positive environmental benefits should be maintained.

XIII. HAWK MISSILE SITE

EXISTING CONDITIONS

A. Site Description

The Hawk Missile Site is located near the Key West Airport and is relatively remote and isolated. The portion of the site being excessed by the Navy does not include the developed upland portion of the site. Rather the property under consideration only includes the wetland salt pond portion to the site.

This surplus property consists of approximately 23.7 acres of land (see Figure XIII.A.1, Surplus Property Aerial Map). The Hawk Missile Site consists entirely of salt ponds and mangrove forests.

B. Historical and Cultural Resources

1. Summary of History

This tract was once part of the area used to make salt by solar evaporation. Salt water impounded in the evaporating pans by a system of dikes offered settlers in the 1800's the most promising commercial industry, the manufacture of sea salt. From the 1830's until 1876 when the hurricane-plagued works were abandoned, the ponds supplied much of the salt to the nation *(The Key West Salt Ponds - Acquisition Proposal, July 1986).*

2. Surface and Subsurface Archaeological Testing

The *Archaeological Survey of Key West Naval Air Station - Monroe County, Florida, 1996,* suggests that there is little potential for subsurface archeological deposits at this parcel. The survey recommends no further archaeological cultural resource management for the area.

3. Building Survey

The site is a wetland and no buildings exist on site.

4. National Register Eligibility

The site is not eligible for listing in the National Register.

C. Urban Context

1. Urban Context Area

The context area of the site is an abandoned missile base at the north edge of the property and the Key West International Airport on the south side of the property (see Figure XIII.C.1, Surrounding Land Uses). The site forms part of a large Salt Pond/mangrove system that extends from the northwest sector of the residential area adjacent to Flagler Avenue all the way to the Key West International Airport runway.

Access to the site is along Government Road a paved two lane roadway that parallels Key West International Airport's runway. Little Hamaka City Park, a City of Key West park, is located on the west side of the site.

Legend

SITE BOUNDARY

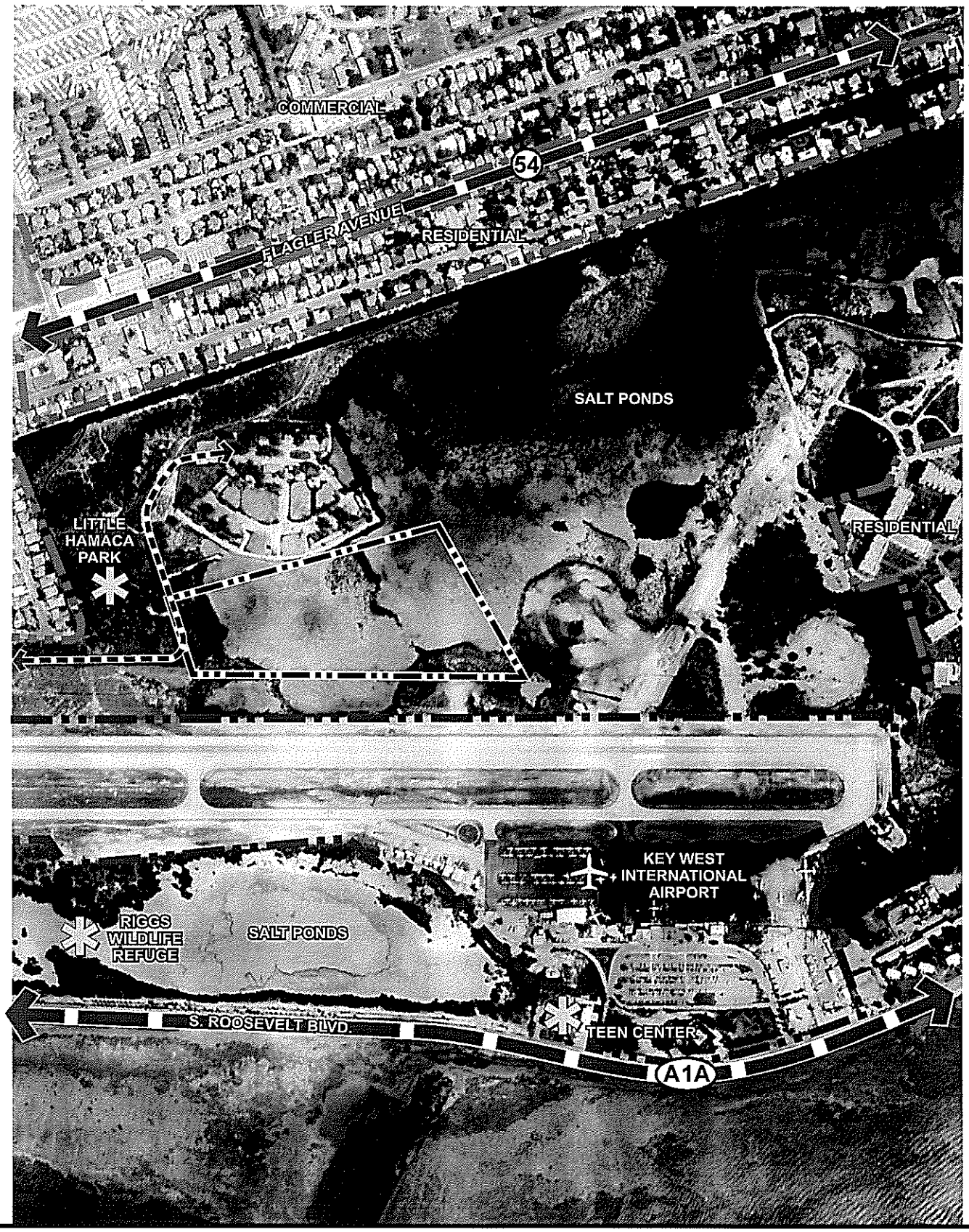
Figure XIII.A.1
Surplus Property Aerial Map
HAWK MISSILE SITE
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\HAWK-FIGURE IV.A.1.CDR



Legend

- SITE BOUNDARY
- OPEN SPACE
- LOCAL FEATURE
- MAJOR ROAD
- ACCESS ROAD

Figure XIII.C.1
Surrounding Land Uses
HAWK MISSILE SITE
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

F: \ LANDPLAN \ KEYWNAS \ GRAPHICS \ Hawk-Figure IV.C.1.CDR

D. Site Specific Conditions

1. Existing Site Land Uses

There are no land uses on the site other than the Salt Pond/mangrove wetlands.

2. Existing Structures

There are no existing structures within the site.

3. Easements and Rights of Way

There are no easement or rights of way within the site.

4. Problems and Opportunities

The site is in essence a very low lying salt marsh that seems to be totally unsuitable for development. Additionally, its proximity to the airport runway and associated pollution and noise factors further limit the use potential for this site.

E. Environmental Conditions

The following report section provides an overview of environmental conditions at the Hawk Missile Site. This overview includes:

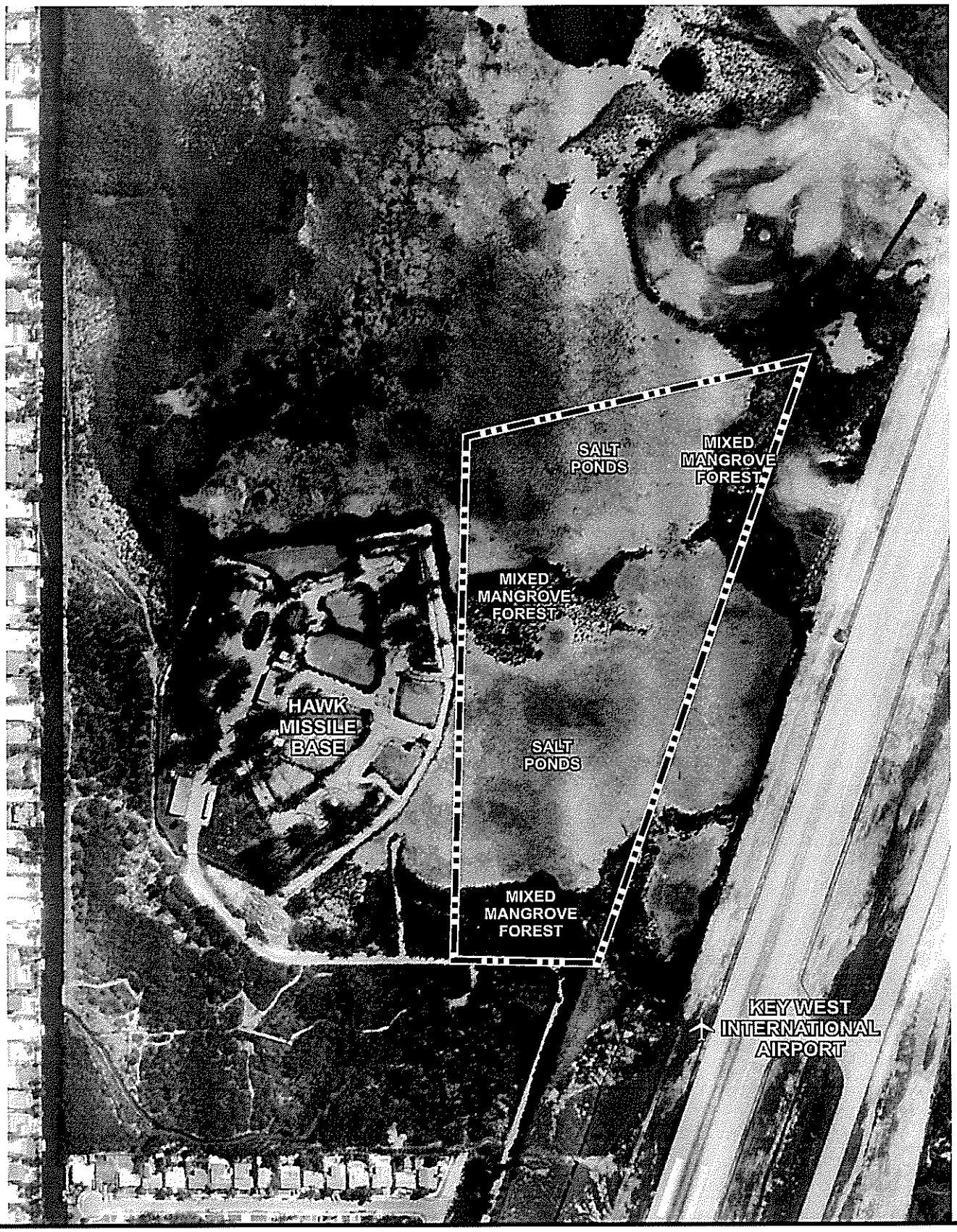
- Characterization of existing natural conditions, including vegetation, wildlife habitat value, protected species and environmental regulatory issues;
- An overview of relevant coastal management issues; and,
- Identification of potential contamination issues.

1. Natural Conditions

a. Ecological Features and Wildlife Habitat

The Hawk Missile Site is located within the Salt Ponds region of Key West. The Salt Ponds are a largely undeveloped area containing a mixture of hypersaline lakes, mangrove forests, hardwood hammocks and transitional habitat. Although some portions of the Salt Ponds have been disturbed, this region represents the highest quality habitat in Key West. Lands to the south and west of the Hawk Missile Site have already been incorporated into the Key West Salt Ponds Conservation Area.

The Hawk Missile Site itself contains salt pond and mangrove forest habitats. Natural features at the Hawk Missile Site are shown in Figure XIII.E.1, Natural Conditions.



Legend

SITE BOUNDARY

Figure XIII.E.1
Natural Conditions
HAWK MISSILE SITE
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO · AJAMIL & PARTNERS · INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\HAWK-FIGURE IV.E.1.CDR

Salt Ponds: These shallow, saline ponds occupy much of the Hawk Missile Site. Salt ponds contain extensive beds of turtle grass (*Thalassia testudinum*), shoal grass (*Halodule wrightii*) and marine algae. These vegetated areas provide habitat for a diverse area of marine animals, including shrimp, horseshoe crabs, snapper, barracuda and other oceanic fish. The shallow salt ponds also provide important foraging grounds for osprey, roseate spoonbills, and several species of herons and egrets.

Mangrove Forests: The remainder of the Hawk Missile Site contains dense forests dominated by red mangrove (*Rhizophora mangle*) and black mangrove (*Avicennia germinans*). Other common plant species in these forests include sea ox-eye (*Borrichia arborescens*), salt grass (*Distichlis spicata*) and glasswort (*Salicornia* spp.).

Mangrove forests on the Hawk Missile Site provide important habitat for both marine and terrestrial wildlife. The roots of red mangrove trees are heavily colonized by sponges, tunicates, and other colonizing organisms, and provide valuable nursery habitat for marine fishes. Mangroves also provide potential nesting, roosting and foraging habitat for bald eagles, osprey and a variety of wading birds.

b. Listed Species

The Hawk Missile Site provides potential nesting and roosting habitat for osprey (*Pandion haliaetus)* and white-crowned pigeons (*Columba leucocephala*); both of these species were observed foraging on site. Bald eagle (*Haliaetus leucocephalus*) sightings are reportedly common in the vicinity of the site.

c. Regulatory Issues

Salt ponds and mangrove areas on the Poinciana Housing site are protected as a jurisdictional wetlands by federal, state and local regulatory agencies; permits for enhancement or other alteration of these areas may be required.

Although no nesting or roosting sites were observed on site, the Hawk Missile Site contains habitat utilized by the bald eagle (listed as Threatened by the U.S. Fish and Wildlife Service), osprey and white-crowned pigeons (both listed for special protection by the Florida Game and Fresh Water Fish Commission). Therefore, any alterations to the Hawk Missile Site must conform to federal and state guidelines for protection of these species.

2. Coastal Management

The entirety of the Hawk Missile Site has been designated a Class I Hurricane Evacuation Zone. A more comprehensive discussion of coastal management issues is provided in Section III.

3. Contamination

The Hawk Missile Site is located in a salt pond, adjacent to an area filled by the U.S. Army in 1964 for use as a missile site. The adjacent missile site was used for coastal defense until the early 1980's, when it was transferred to the Navy and used as a refuge for homeless veterans between 1994 and 1995. The missile site is bordered to the west by the Key West International Airport, where petroleum products are used and stored. Flagler Canal is located to the north; this canal is man-made, and connects to the Atlantic Ocean. This canal is used by recreational boaters and appears to occasional overflow onto the site. Wetlands border the remainder of the site.

The draft Environmental Baseline Survey (EBS) prepared by the Environmental Detachment Charleston S.C. in October, 1996, for the Hawk Missile site addresses the upland area adjacent to the study site in addition to the study site itself. The EBS states that the missile site once contained two above ground storage tanks containing fuel and diesel oils. Both tanks have now been removed; however, two empty tanks have been moved to the site, reportedly by the veterans. Three transformers on this site were found to contain polychlorinated biphenyls (PCB) which had leaked into the ground. However, the levels of PCBs in the soil were apparently so low that no clean-up was needed. Suspected asbestos-containing materials are located in Ready Building I-6504, Generator Building I-6536 and in tiles in Buildings I-6510 and I-6527. Lead based paint was detected on the interior and exterior surfaces of Buildings I-6504, I-6536, and I-6527, and paint stripping on asphalt roads. No information on radon was available and no evidence of stained soil or stressed vegetation was observed. However, there was undetermined staining on the floor of Ready Building I-6504 mechanical room, missile Service Building I-6530 and CCJB Building I-6527. The use of pesticides has been limited to mosquito and pest control. No records or visual observation indicate the improper use of pesticides.

The EBS categories the Hawk Missile Site as "Classification 7/Gray," or areas that are not evaluated or require additional evaluation. This classification is based on petroleum products that have been used and stored on the site and lead-based paint and asbestos containing material on the site. Three 55 gallon drums laying in a shallow lagoon are suspected to be empty but contents are unknown. The interior of Building I-6530 has been damaged by a fire, and may include battery acid. In addition, a large quantity of creosote poles have been stored on the site by the City of Key West. This classification indicates

that the property will not be considered for transfer until the necessary environmental actions have been taken and the property has been reclassified in accordance with Comprehensive Environmental Response Compensation and Liability Act (CERCLA) and Department of Defense (DoD) guidance. However, the EBS addresses the entire Hawk Missile Site, and the portion of the site under consideration in this plan may warrant a different classification due to its current and historic use as a wetland.

F. Transportation

The Hawk Missile site is adjacent to the East Martello Battery to the west and Key West International Airport to the south. Access routes are through Flagler Avenue then Government Road. The segment of Flagler Avenue between First Street and Fifth Street and the intersections of Flagler Avenue and First Street/Bertha Street and Flagler Avenue and Kennedy Drive are in the general vicinity of the site and are all operating below the level of service standard. In addition, the existing transit routes and proposed bicycle facilities serve the Flagler Avenue are in the vicinity of the site. Access to the site is limited with Government Road providing the only means of ingress and egress.

REUSE PLAN

A. Land Use Plan

It is proposed that the Hawk Missile Site be maintained in its natural state (see Figure XIII.A.1, Surplus Property Aerial Map).

Two Conservation zoning districts are delineated for this site: Outstanding Florida Waters (C-OW); and, Tidal Wetlands of the State (C-TW). The types of uses proposed for this tract are consistent with the zoning uses allowed and no zoning

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

The citizen participation process utilized to evaluate the NOIs, establish the needs, and determine the proposed uses of the excessed Naval property, was one of the most extensive public processes ever conducted in the City of Key West.

Following the process outlined below, the LRA was able to determine the needs of the community, and to obtain recommendations from:

- Individuals that submitted NOIs;
- Individuals living within the vicinity of the affected naval properties;
- Homeless providers; and,
- The general public.

A series of public participation meetings (priorities forums, alternatives generation workshops, design charettes, etc. were held, and the various NOIs were discussed and explored for their feasibility and compatibility within the affected property, and with the neighborhoods in the immediate vicinity of the site.

There were a total of thirty-five (35) responses to the City's advertisement. The Hawk Missile site NOIs are summarized below as well as the manner in which proposed plan addresses the NOI.

NOIs Submitted for the Hawk Missile site include:

1 <u>City of Key West</u> - For conservation, green space and recreation.

Conservation uses are proposed for site; recreational uses are not yet proposed.

#2 <u>Monroe County</u> - Site near the Key West Airport (wetlands portion only), to serve as a mitigation area for future airport wetlands projects.

The site is proposed for conservation uses. Mitigation is not yet addressed in the plan.

#13 Life Center Foundation, Inc. - "To create a living center for men and women in recovery from alcohol and drugs."

The upland areas of this site are no longer available; the remainder of site is proposed for conservation. Facilities for special needs populations are proposed for the Poinciana Housing site.

#14 Monroe County Veterans Council - A.K.A. Veterans Council of Monroe County -To develop 1) a Vietnam Veterans hostel and temporary homeless site, and 2) serve as a temporary shelter for veterans and "homeless" in Key West and Monroe County, and 3) to serve as a place for screening of veterans and homeless persons for evaluation of, and need for, medical needs. (NOTE: The upland portion of this site is not included in the list of surplus properties).

The upland areas of this site are no longer available; the remainder of site is proposed for conservation. Facilities for special needs populations are proposed for the Poinciana Housing site.

The Monroe County Veterans organization is working collaboratively with the "Plan 1999" Coalition. The buildings outlined in this NOI are located on the uplands portion of the site, and are not available through the BRAC process. (The Council's previous lease arrangements with the Navy were canceled for an unknown reason. The Veterans had previously renovated the buildings, and are seeking the continued occupancy of such). Appropriate referrals to Navy personnel have been made.

Since the majority of homeless veterans in Key West have alcohol/substance abuse problems and/or mental illness, their needs will be addressed under the KWHA/Plan 1999 Continuum of Care.

#19 Monroe County School Board - To relocate the school district's bus garage and storage lot out of the Key West bight area...for a school bus maintenance and storage facility.

The upland areas of this site are no longer available; the remainder of site is proposed for conservation.

C. Conveyance

Conveyance of the Hawk Missile Site should qualify as a public benefit conveyance, such as a Conservation Conveyance. A number of federal agencies, including the U.S. Fish and Wildlife Service, may support the conservation conveyance, with title going to the City of Key West. It is likely that the deed will be restrict from commercial development.

D. Regulatory Guidelines

The proposed use of the site as a conservation area is not expected to trigger any significant policies, plans or regulations.

XIV. TRUMBO ROAD SITE

EXISTING CONDITIONS

A. Site Description

This surplus property consists of a road connecting the U.S. Coast Guard and the Trumbo Annex area to the remainder of Key West (see Figure XIV.A.1, Aerial Map).

B. Historical & Cultural Resources

1. Surface and Subsurface Archaeological Testing

The *Draft - Archaeological Survey of Key West Naval Air Station - Monroe County, Florida (1996)* suggests that the Trumbo Point site is considered to have very low potential for containing significant intact archaeological deposits due to the extensive filling that created the parcel and no further archaeological management is recommended.

C. Urban Context

1. Urban Context Area

Located within the northeast section of the U.S. Naval Reservation, the Trumbo Road Site is on the north west end of Key West adjacent to the Coast Guard Station. The context area of the study site can be best described as industrial support for military operations.

D. Environmental Conditions

1. Natural Conditions

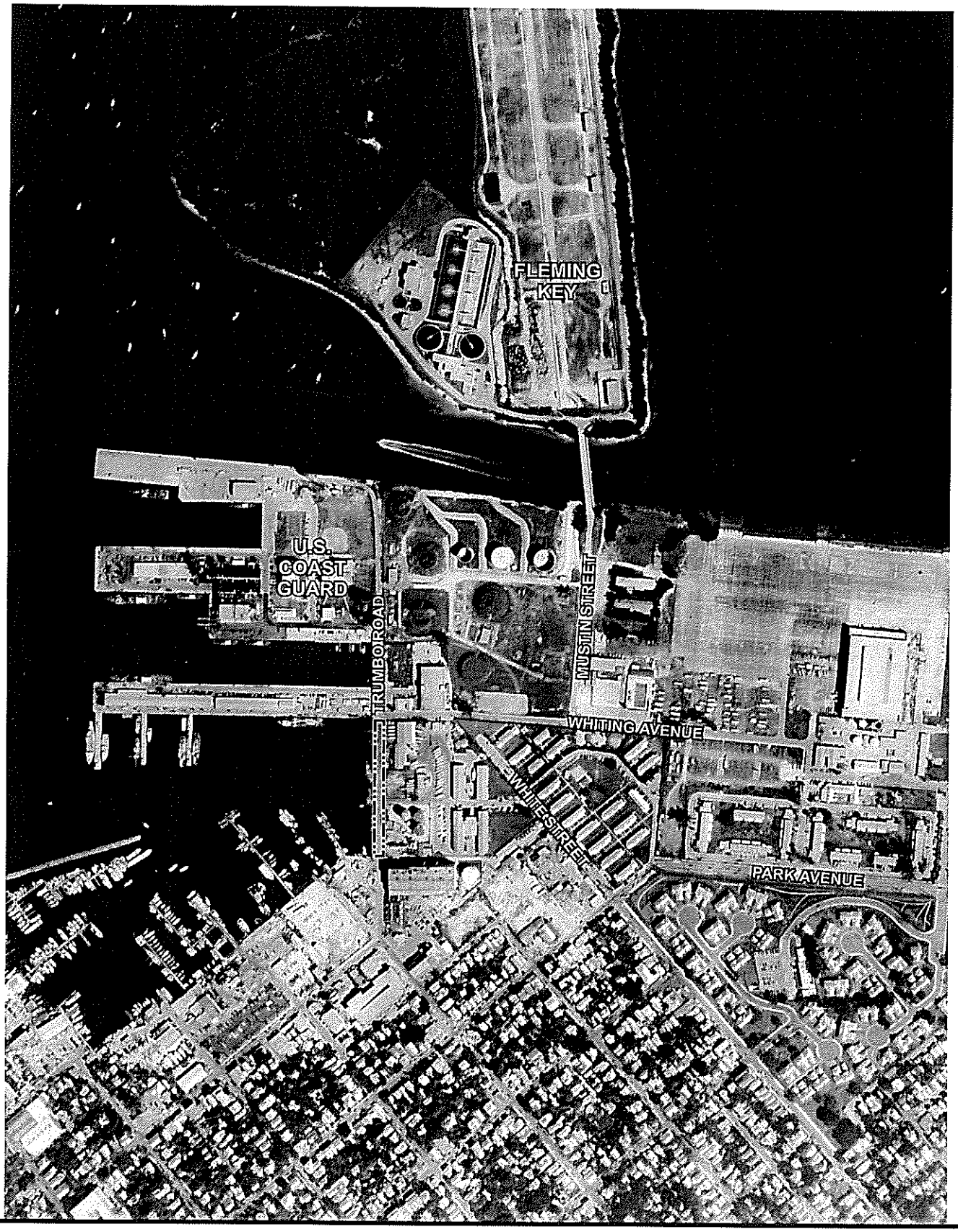
No natural plant communities or other ecologically sensitive features occur on the Trumbo Road Site.

2. Coastal Management

The Trumbo Road Site has been designated a Coastal High Hazard Area.

3. Contamination

The Trumbo Point Annex has been used as a fuel storage and distribution point since it was constructed in 1942. According to the draft Environmental Baseline Survey (EBS) prepared by the Environmental Detachment Charleston S.C. in October, 1996, a wide variety of fuels have been stored and distributed at the site, including diesel fuel, aviation gasoline, jet fuel, motor gasoline, waste oil, and hydraulic fluid. The site is now used to store and dispense diesel fuel marine, JP-5 fuel, and motor gasoline. The fuel farm consists of several above-ground and underground storage tanks, pumphouses, and piping required to transport fuel. A maintenance building houses the two operating companies responsible for daily operation of the facility. Adjacent sites are industrial in nature and include: the City of Key West electrical power plant, where former tar pits were cleaned up by the City; the Monroe



Legend

SITE BOUNDARY

Figure XIV.A.1
Surplus Property Aerial Map
TRUMBO ROAD SITE
KEY WEST BASE REUSE PLAN

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

March 1996 Source: Fairchild National

F:\LANDPLAN\KEYWNAS\GRAPHICS\TRUMBO-FIGURE IV.A.1a.CDR

County School District garage, maintenance facility and administrative complex, which has three above-ground storage tanks containing gasoline, diesel fuel and used oil; and the U.S. Coast Guard Station, where ship refueling and hazardous waste storage are performed.

The EBS indicates that there are several areas where excessive petroleum-related contamination has occurred, and other areas where contamination is a concern. The EBS classifies this facility as "Classification 2/Blue," or areas where only release or disposal of petroleum products has occurred. This classification indicates that the property is eligible for deed transfer under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended.

E. Transportation

The Trumbo Annex area accessible from the east side using North Roosevelt Boulevard, then Palm Avenue, then Eaton Road, then Grinnell Street to Trumbo Road. This location is well served by the existing transit services as well as by the proposed park-and-ride and shuttle bus services. However, it should be noted that the Palm Avenue is congested corridor. Furthermore, the intersections of North Roosevelt Boulevard and Palm Avenue/ First Street and Palm Avenue and White Street are operating below the level of service standard.

REUSE PLAN

A. Land Use Plan

It is proposed that the Trumbo Road surplus property be maintained as an unobstructed access road connecting the U.S. Coast Guard Station with the Key West Bight area (see Figure XIV.A.1, Surplus Property Aerial Map). This road is to be maintained by the City of Key West.

B. Notices of Interest

On September 27, 1995 certain land and facilities at the Naval Air Station in Key West were declared "excess" by the Department of the Navy under the Base Closure and Community Redevelopment Assistance Act of 1994. Pursuant to this Act, on May 29th and June 2nd, 1996, the City of Key West published legal notice in the Key West Citizen soliciting Notices of Interest (NOIs) from public agencies, homeless provider groups, and other persons interested in the surplus federal property.

Notices of Interest submitted for this site pertain to the fuel farm. This area, however, was removed by the Navy from the base reuse planning process. The only portion of the surplus property remaining in the base reuse planning process is a portion of Trumbo Road, as indicated in Figure XIV.A.1.

APPENDIX 1

Plan Development Process and Preliminary Base Reuse Plan

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I. PLAN DEVELOPMENT PROCESS

A. Introduction

This component of the Key West Base Reuse Plan provides an overview of the preliminary base reuse plan and the process by which it was developed. The preliminary base reuse plan is the product of eight community forums and workshops held in Key West to identify community priorities and help generate and refine plan alternatives. Development of the preliminary plan draws heavily upon the ideas and concepts expressed throughout the public participation program and the federal regulations which require that the plan "appropriately balance the needs of the various communities for economic redevelopment, other development and homeless assistance."

The Key West Base Reuse Plan as a whole will consist of the following components: an analysis of existing conditions; an economic and market analysis; the preliminary base reuse plan (represented by this submittal); and the final base reuse plan. The Key West Base Reuse Plan will be accompanied by a companion document known as the Homeless Assistance Submission (HAS). The HAS addresses the U.S. Department of Housing and Urban Development (HUD) requirement for provision of homeless assistance through the final base reuse plan. Together, the Base Reuse Plan and the HAS represent the basis of the Local Planning Agency's compliance with the federal government's base reuse planning requirements.

On August 5, 1997, the preliminary base reuse plan and the strategy to address the homeless issue were presented to the City of Key West Local Redevelopment Agency. The City Commissioners tacit approval of the plan's direction, as well as the proposed homeless/special needs strategy (including a collaboration between the City's Housing Authority and the "Plan 1999" Homeless Coalition) will allow the plan to move forward into its final form.

B. Public Participation Process

A series of public meetings was conducted as part of the public participation program for the Key West Base Reuse Plan Project. The purpose of these meetings was to solicit public comment on the reuse of excessed Naval properties, better inform participants of the planning process, and facilitate the development of the base reuse plan. The public participation process has followed an iterative process of establishing community priorities, identifying potential site uses, developing and refining concept designs, and evaluating preliminary plans. A listing of these forums and workshops is provided below.

- Initial Community Priorities Forum
- Potential Uses Forum - Truman Waterfront
- Potential Uses Forum - Poinciana & Other Sites
- Potential Uses Forum - Poinciana
- Alternatives Generation Workshop - Truman Waterfront
- Alternatives Generation Workshop - Poinciana & Other Sites
- Alternatives Evaluation Workshop - Poinciana
- Alternatives Evaluation Workshop - Truman Waterfront

A discussion of the purpose and results of these meetings is provided in the remainder of this chapter. An additional public meeting, The Final Plan Workshop, is scheduled for the last week

in August to seek public comment on the Preliminary Proposed Base Reuse Plan presented in this document, and to focus efforts at developing the Final Base Reuse Plan.

1. *Initial Priorities Forum*

On May 30, 1997, the public participation program of the Key West Base Reuse Plan was launched with the Initial Community Priorities Forum. The primary purpose of the forum was to identify community priorities for use of the surplus properties of the Naval Air Station, Key West Florida. The forum was also intended to promote an ongoing community dialogue to inform the base reuse planning process.

Numerous community needs and reuse opportunities were identified by forum participants. Some of the comments elicited in the forum applied to activities on any of the excessed parcels. This type of consideration provided criteria with which to evaluate all future reuse plan alternatives. In subsequent public meetings, participants were periodically asked to revisit these general considerations as a means of ensuring that the planning process remained on track. These considerations are presented below.

General Considerations

- Need to be sensitive to adjoining property owners, groups and individuals contiguous to the excessed property;
- Sensitivity and benefit to the residents it will directly impact;
- Transportation (as a component of any activity on the parcels, not as new facilities);
- Environmental sensitivity;
- Less asphalt;
- Retain community character - less glitz;
- Opportunity for community groups to make most of the planning decisions; and,
- No commercial development take-over.

In addition to these general considerations, a variety of thematically-related priorities were elicited from community members. These priorities are categorized and presented below.

First Rank Priorities

- Affordable housing (Number 1 priority)
- Economic diversification
- Small business development
- Public access
- Improvements to Bahama Village (area adjacent to Truman Waterfront)
- Environmental sensitivity

Second Rank Priorities

- Port and harbor improvements
- Public marina
- Homeless services
- Recreation

Third Rank Priorities

- Parking
- Transportation (new facilities to fix old problems)
- Environmental education
- Churches (below others, for purposes of base reuse planning)

On July 10, 1997, an additional meeting was organized to facilitate further discussion of potential uses for the Poinciana Housing site. Out of this discussion consensus developed over many of the same issues discussed in earlier meetings. High priority issues included the following: affordable housing in perpetuity, community parks with pedestrian and cycle access, police substation, hurricane shelter, community center for daycare and social services and hurricane shelter. Community support for other issues was comparatively more mixed. These items included market rate housing, low cost rental property, homeless housing and services, and multi-use churches offering social services.

2. *Information & Potential Uses Forum - Truman Waterfront*

On June 14, 1997, the second public forum of the public participation program was conducted to address the reuse of the Truman Waterfront property. The purpose of this meeting was to identify additional information for site planning, to build on priorities identified at the Initial Community Priorities Forum, and to identify opportunities and specific uses for the site.

Information and concerns pertaining to the reuse of Truman Waterfront were offered on a wide range of issues. Principle concerns included infrastructure limitations (particularly wastewater management), compliance with the City of Key West Rate of Growth Ordinance and City of Key West Comprehensive Plan, height restrictions in the front of Truman Waterfront housing, potential cruise ship impacts on turtle nesting habitat, and public access to the Truman Beach.

This public forum culminated in the identification of potential site uses. The uses identified in the forum were prioritized according to the relative importance the community attached to each item. This prioritization of uses is presented below:

First Rank Priority Uses

- Public access/passive recreation
- Environmental education center
- Harbor walk
- Amphitheater at Seminole Battery
- State historic green way to and from Ft. Zachary Taylor

Second Rank Priorities

- Homeless shelter and job diversification at the old mess hall building
- Cruise port on Mole
- Community sailing program along west bulkhead
- Restore community spaces (including churches)
- Multi-use buildings (church and commercial uses)
- Marina
- Open space
- Neighborhood meeting hall
- Ship building at slip

Third Rank Priorities

- Conservation/water recharge areas
- Cultural/community center in Bahama Village
- Waterfront aviation/naval history museum
- Ferry terminal on Pier 8
- Neighborhood retail for Bahama Village
- Transitional housing for battered women/children
- Public aquarium
- Community gardens
- Retail shops behind harbor walk
- Parking
- Conch farming
- Hotel/guest house

3. *Information & Potential Uses Forum - Poinciana Housing & Other Surplus Properties*

Poinciana Housing

On June 20, 1997, a third public forum focusing on the Poinciana Housing site and remaining surplus properties was held. The purpose of the forum was to engage the community in identifying additional information needed to plan for site planning, to build on the priorities identified at the Initial Community Priorities Forum, and to identify opportunities and specific site uses in preparation for producing plan alternatives during the next round of forums.

The discussion of the Poinciana Housing site resulted in a variety of proposed uses. For the purposes of developing a forum consensus, proposed uses were grouped into the following thematic categories:

- Affordable ownership housing
- Ownership cooperative
- Transitional shelter
- Homeless shelter
- Multi-use church facility
- Parking/hurricane refuge

Public reaction to these potential use groupings suggested the need to consider a plan which incorporated a combination of uses. The consensus package which evolved out of further discussion received overwhelming community support. The package highlighted the following components:

- Affordable ownership housing
  - for primary home market
  - subsidized or assisted
  - means testing
  - priority to first time home buyers
  - affordable in perpetuity
- Transitional housing and human services mix
- Rentals

Discussion of potential uses for the other surplus sites was limited to a discussion of site information. This information was offered to help the group make more informed decisions regarding site reuse. A summary of relevant issues is presented below by site.

East Martello Battery

One of the primary issues surrounding the reuse of this site pertains to the runway protection zone adjacent to the west end of the Key West International Airport. Within this area, building construction and plant height restrictions have been put in place to ensure compatible uses with nearby aviation activities. While the necessity of these restrictions was acknowledged, some community members indicated that the zone should not restrict pedestrian access and public recreation. Currently, the site is enclosed by a chain link, barbed-wire fence. The salt pond area immediately west of the airport was also cited as critical wildlife habitat.

Hawk Missile Site

The issue of restrictions on public access was also raised relative to the Hawk Missile Site. The western side of this site is adjacent to the Little Hamaka Park, the island's last undeveloped upland hammock. With adjacent lands already incorporated into the Key West Salt Ponds Conservation Area, the site has was viewed as appropriate for both conservation and public recreation.

Peary Court Cemetery

The desire for public access to protected green spaces was echoed again in the forum discussion of Peary Court Cemetery. Some forum members expressed the idea of re-intering the burial remains of veterans elsewhere and transforming the cemetery into a public park. State stewardship of the land was also proposed as a means of effectively protecting the site as a commemorative park.

Maine Memorial Cemetery

The public was in consensus that uses should not change on this site.

Old Commissary

Discussion of the Old Commissary elicited a broad ranges of comments from forum participants. A central issue was who would own and manage the property: the City of Key West or Monroe County. The following uses were proposed:

- Hurricane shelter and parking facility;
- Mixed use development featuring City administrative offices, a museum, green space and parking;
- Teen center;
- Mixed use development featuring housing and human services;
- Mixed use featuring retail, offices, and housing
- Health Department administrative and social services

Given its listing on the National Register of Historic Places, this structure's rehabilitation will need to conform to federal and state standards for the rehabilitation of historic structures. In addition to these requirements, participants expressed an interest in the incorporation of sustainable development technology in building renovation and design.

4. *Alternatives Generation Workshops*

On July 11 and 12, 1997, the alternative generation phase of the Public Participation Process was initiated. The purpose of the design charrettes conducted in this phase was to develop a range of possible plans for the sites. As in earlier workshops, group efforts focused on the two principle sites: Truman Waterfront and Poinciana Housing.

Prior to the group design work, the planning team provided a review of site constraints and opportunities, information regarding the conveyance process of surplus properties, and requirements of the Federal legislation governing base reuse. Workshop participants were asked to evaluate their ideas against this information. Participants were also reminded to consider in their evaluation the community priorities established in the first workshop.

During the next phase of the charrette, participants formed into small groups for the purposes of drafting a plan for the sites. Each group was asked to use one or more of the high priority uses identified at earlier forums as the focus of its plan. Participants were encouraged to individually develop a plan (either graphically or non-graphically), integrating as many of the other site uses proposed for Truman Waterfront and Poinciana Housing. Once individual plans were developed and reviewed by the group, members collaborated to produce up to three group concept plans for each of the two sites.

Concept Plans - Truman Waterfront

The concept plans which evolved out of the charrette process addressed the following high priority uses:

1	Neighborhood
2a	Marina/Sailing
2b	Marina/Sailing
3	Human Services
4a/b	Cruiseport

4c Alternative Basin
5 Amphitheater/Fort Taylor

Common Design Elements

Despite the different focus of each work group, most of the plans generated in the charrette process incorporated several common design elements. The most commonly incorporated elements included:

- Harborwalk recreation
- Environmental educational center
- Public marketplace

The reoccurrence of these design features in concept plans is indicative of the community's consensus over specific programmatic elements. Further, these uses echo community priorities expressed in the Initial Community Priorities Forum. A continuous harborwalk along the Truman waterfront would provide a much desired recreational experience for the community at large. Public access and recreation were, in fact, ranked as first and second priorities, respectively, at the initial forum. The proposed educational facilities are also consistent with community priorities expressed at the beginning of the public participation process. Although the concept of a public market was not conceived in the initial forum, participants indicated that it would provide a direct benefit to the residents in the surrounding neighborhoods.

The concept plans are described below; graphics of each plan follow the discussion.

Concept Plan 1 - Neighborhood

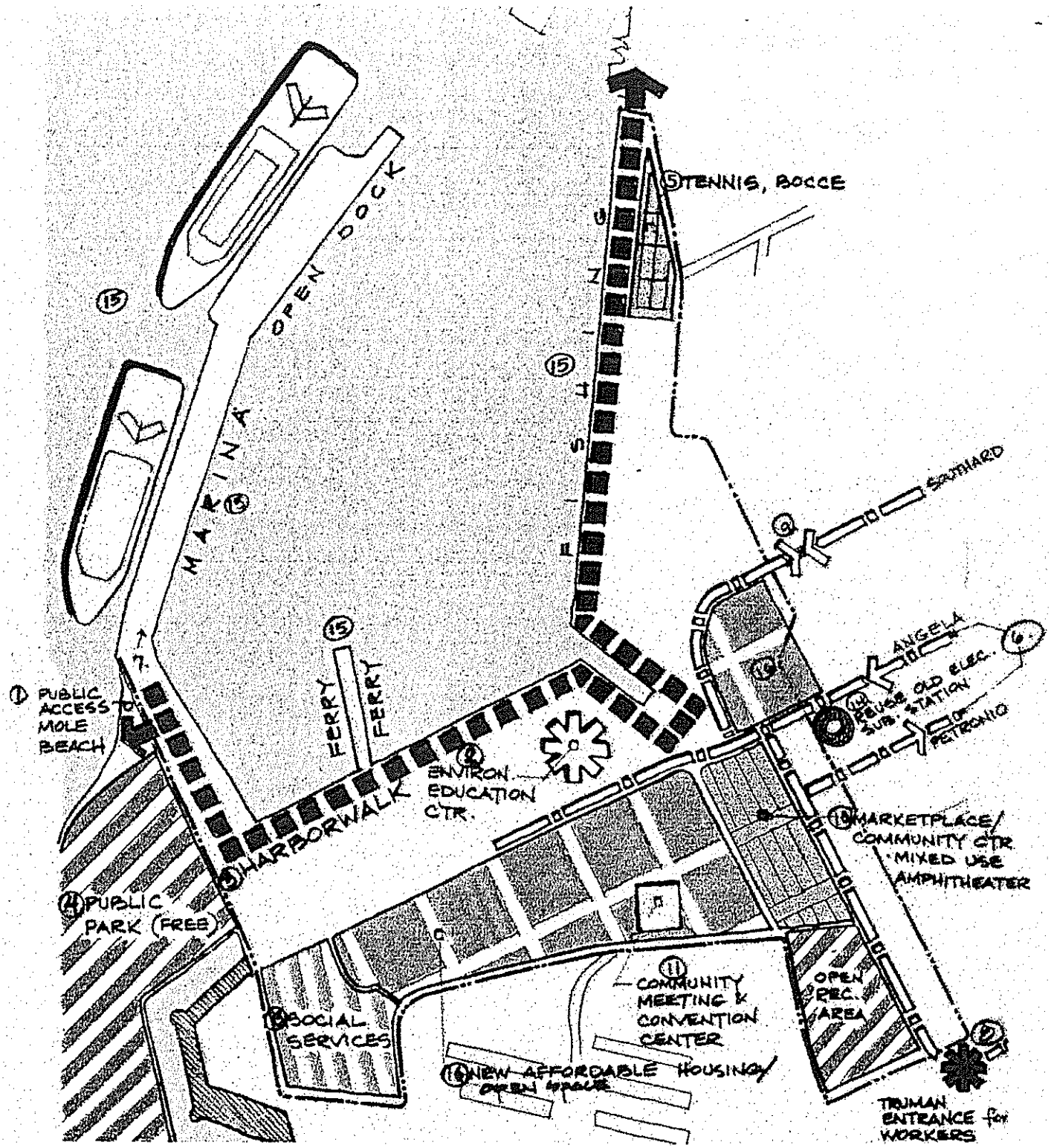
This primary intent of this plan is to reintroduce a residential urban fabric into areas of Truman Waterfront adjacent to Bahama Village (see Figure I.B.1, Concept Plan 1 - Neighborhood). The unifying element of the plan is a market place/community center featuring mixed used development and an amphitheater. This element links and is supported by existing residential uses in Bahama Village and proposed infill housing. The ability of the area to function somewhat self-sufficiently is strengthened with the potential introduction of a community meeting and convention center, a social services facility, recreational facilities, and open space.

Concept Plan 2a - Marina & Sailing

The focus of this concept plan is the introduction of a community sailing center along the east quay (see Figure I.B.2, Concept Plan 2a - Marina & Sailing). Ingress/egress to and from the port is proposed via an extension of Angela Street. An unnamed road running parallel to Port Street is proposed to provide access to the sailing center.

Concept Plan 2b - Marina & Sailing

This plan expands upon the community sailing center concept developed in Plan 2a (see Figure I.B.3, Concept Plan 2b - Marina & Sailing). Two alternate locations are proposed for a public marina: along the north side of the east quay, and at the inner base of Mole Pier. Access to and from the harbor is treated in the same manner.



Legend

----- SITE BOUNDARY

Figure I.B.1
Concept Plan 1 - Neighborhood
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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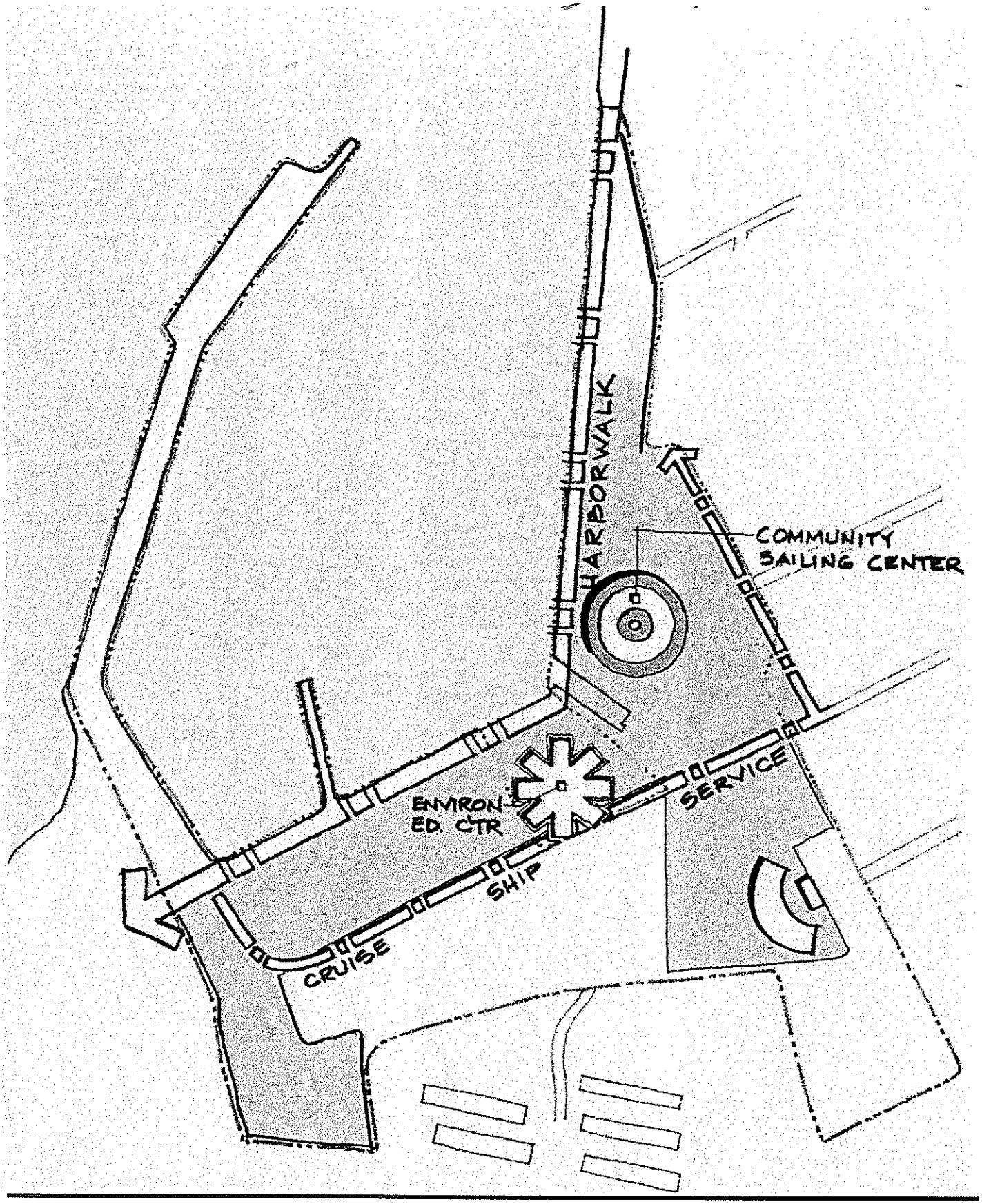

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Figure I.B.2
Concept Plan 2a - Marina & Sailing
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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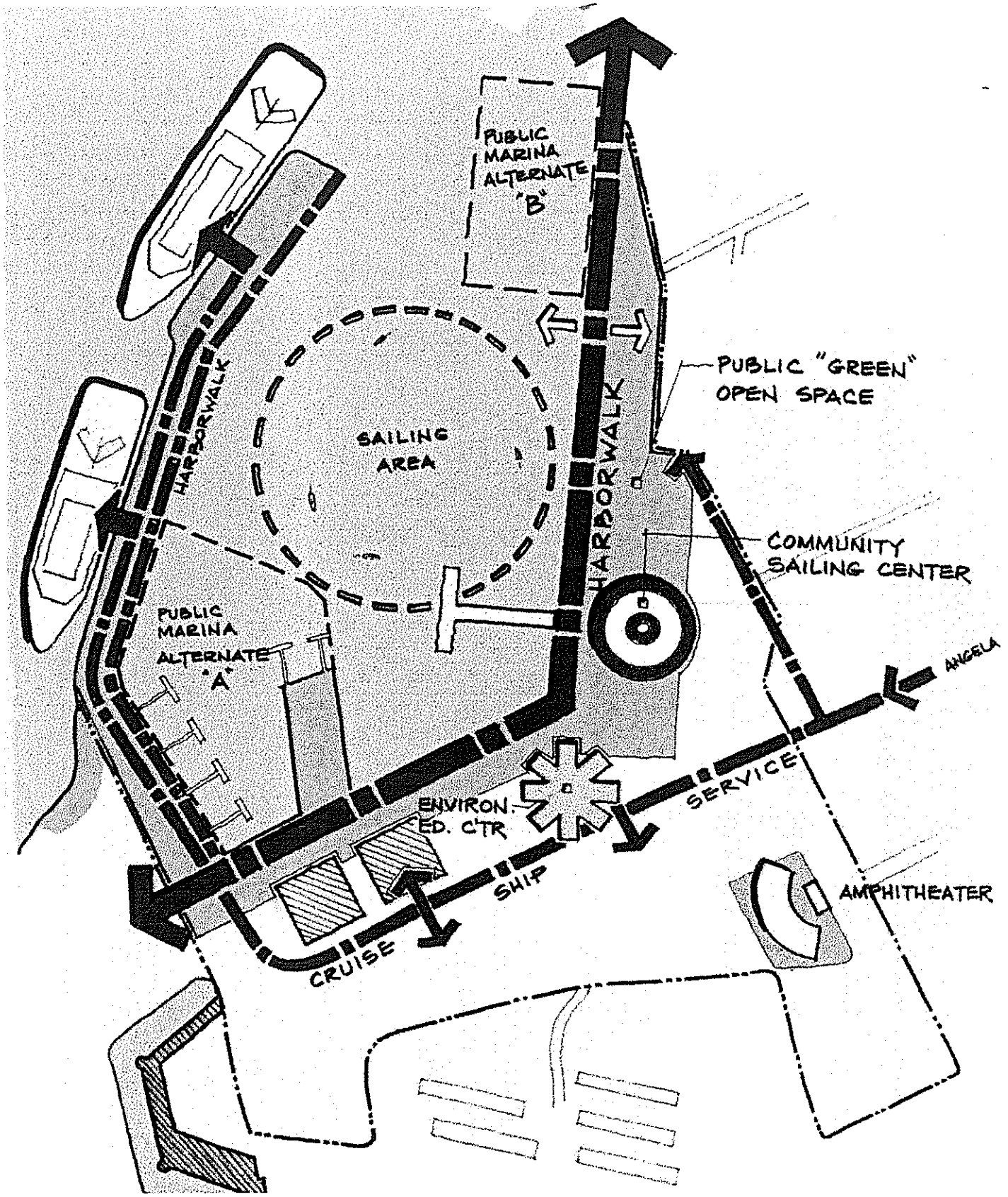

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Figure I.B.3
Concept Plan 2b - Marina & Sailing
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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Concept Plan 3 - Human Services

The Human Services Plan proposes a comparatively more complex program (see Figure I.B.4, Concept Plan 3 - Human Services). With the introduction of a public transportation node, focus is drawn to the waterfront at the approximate junction of Angela and Port Streets. In close proximately to this junction, human services including a homeless center/job training center and a youth center. Other priority uses including a public market and public open space are incorporated in scattered locations throughout the site. Use of the harbor is maximized with the inclusion of a second cruise ship berth, a boat launching area, ferry terminal, and a public marina.

Concept Plan 4ab - Cruise Port

Like Concept Plan 3, this hybrid cruise port concept plan incorporates a variety of priority uses together with its focus on cruise ship facilities (see Figure I.B.5, Concept Plan 4ab - Cruise Port). Directly complementing the cruise ship operations, this plan includes a tender dock, tug vessels and a maritime commercial area along the Outer Mole. Maritime uses are expanded with proposed marine use/vessel repair facilities, a ferry parking/assembly area, as well as docking facilities for oceanographic vessels and other mega yachts. A variety of other priority uses such as a straw market, a museum, and an amphitheater are also proposed as part of the program. Plan 4a, mindful of potential traffic impacts associated with auto ferry service, proposes limited passenger ferry service. Plan 4b calls for the development of a passenger/auto ferry vessels.

Concept Plan 4c - Alternative Basin

This plan addresses the need to separate cruise ship traffic from small pleasure craft boats through the creation of an alternative maritime basin (see Figure I.B.6, Concept Plan 4c - Maritime Alternative Basin). This concept also serves to bring the waterfront back into residential areas as once was.

Concept Plan 5 - Amphitheater/Fort Taylor

The focus of Concept Plan 5 is the reinforced connection between Fort Zachary Taylor and residential areas to the north and improved north/south access between Truman Waterfront and Bahama Village via Petronia and Angela Street (see Figure I.B.7, Concept Plan 5 - Amphitheater/Fort Taylor). Other dominant features of this plan are the use of the Seminole Battery as an amphitheater and landscaped picnic area, and the reuse of the enlisted dining facility as a restaurant/culinary school and adjacent hydroponic garden.

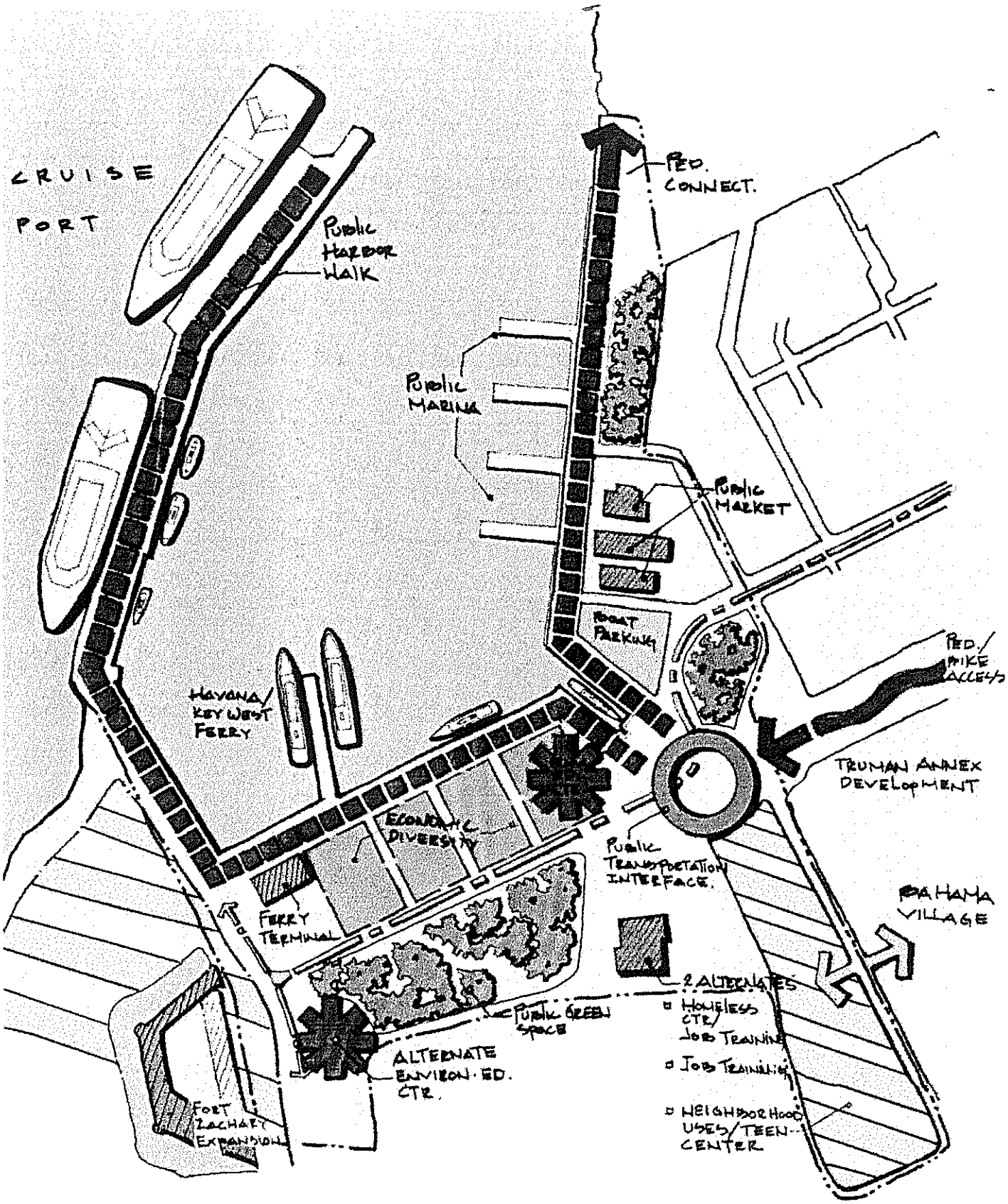

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Figure I.B.4
Concept Plan 3 - Human Services
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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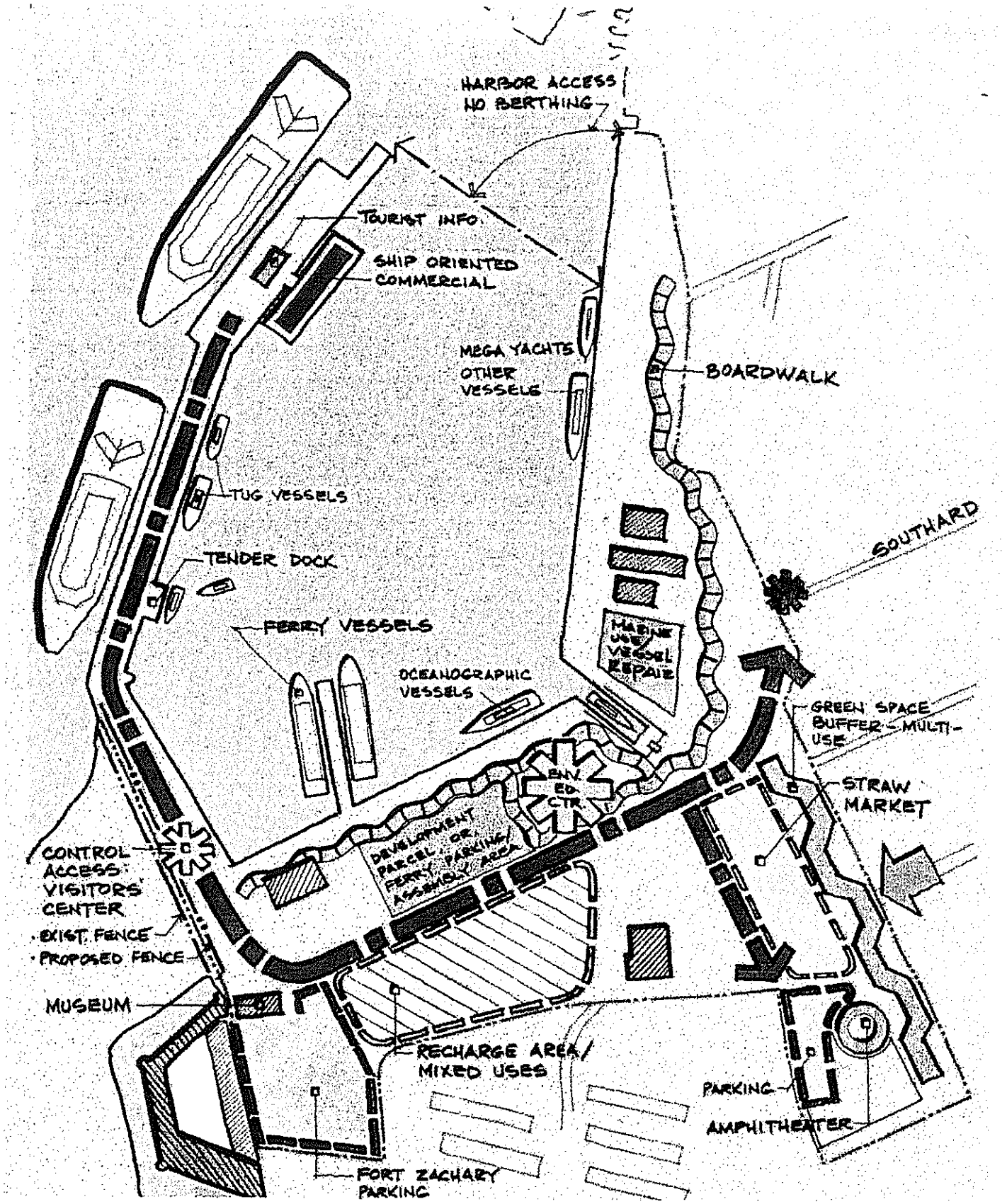

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Figure I.B.5
Concept Plan 4a-b - Cruise Port
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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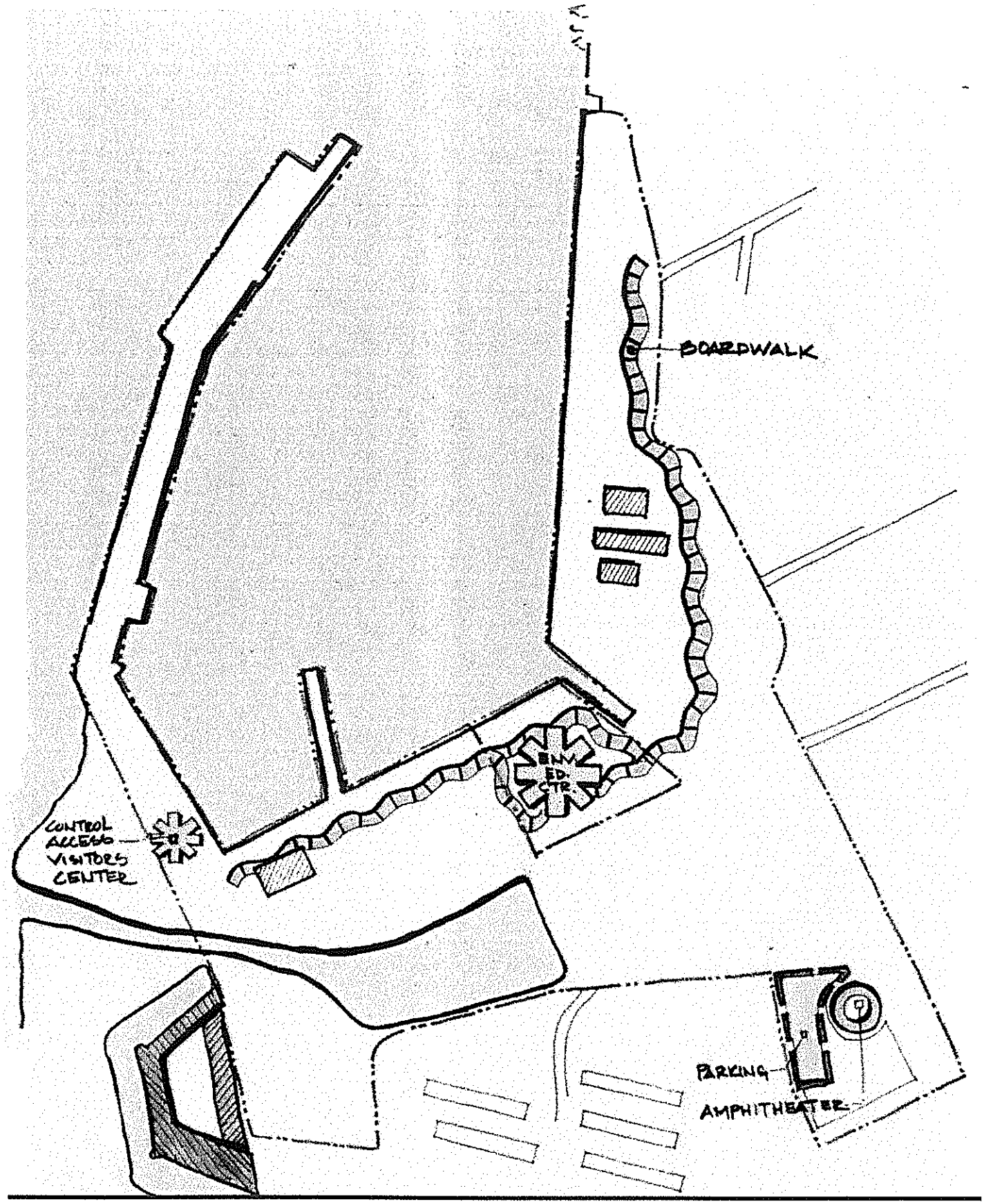

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Figure I.B.6
Concept Plan 4c - Maritime Alternative Basin
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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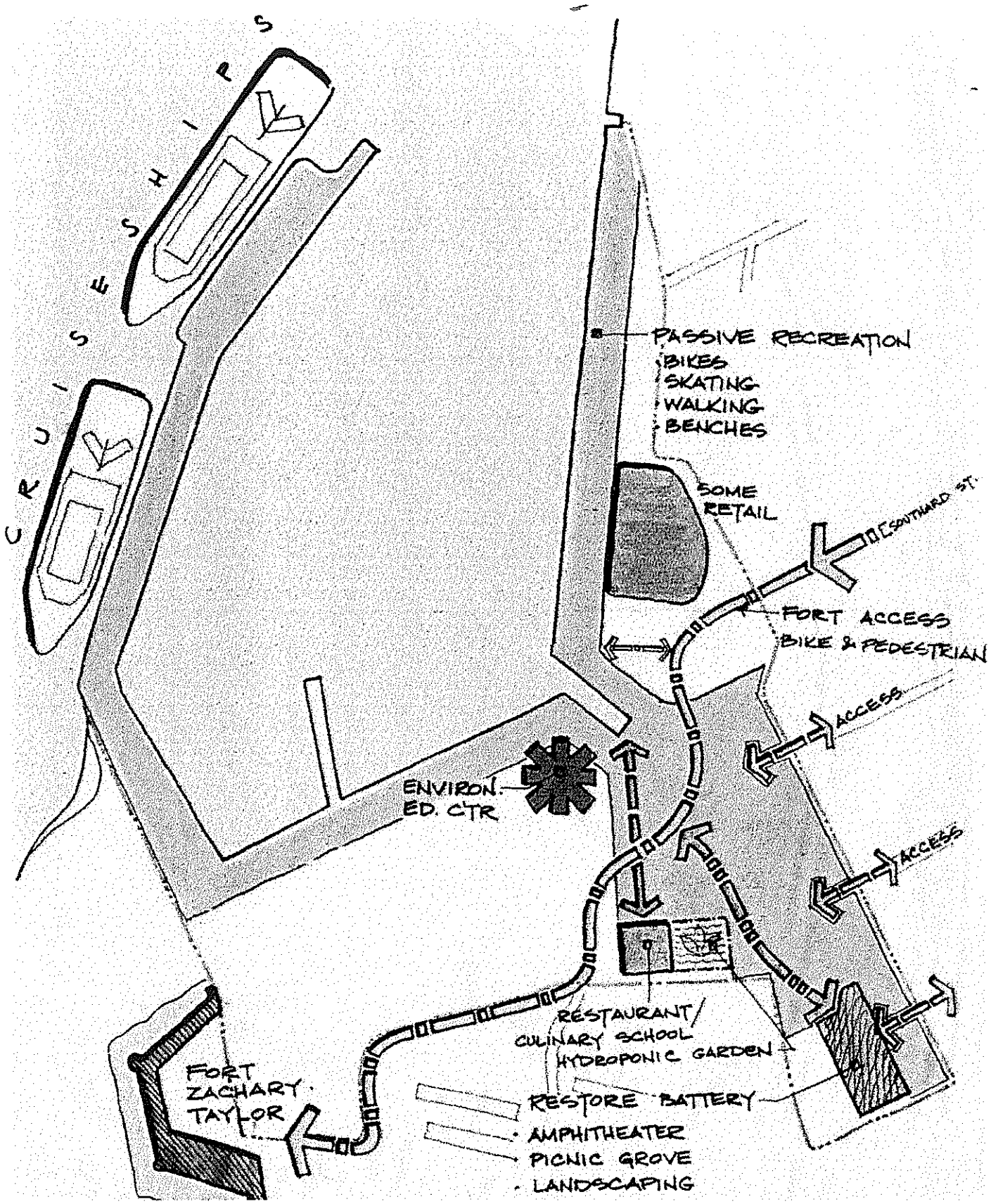

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Figure I.B.7
Concept Plan 5 - Amphitheater/Fort Taylor
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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Group Evaluation of Concept Plans

Following the development and refinement of concept plans in the individual groups, the entire group of participants were asked to evaluate the individual plans based on the following 4 questions:

- "How well have the considerations from the initial priorities forum been addressed?
- "How well have the environmental constraints been addressed?"
- "How will the lands be conveyed?"
- "How economically feasible are these schemes?"

Forum participants were asked to evaluate the concept plans on a numerical scale. Once cumulative rankings were tabulated, average rankings were calculated for each plan. The results of this tabulation is presented below:

Concept Plan	Ranking	
Neighborhood Building	1	(Highest ranked plan)
Cruise Port Scheme C	2	
Cruise Port Scheme A	3	
Human Services	4	
Fort/Amphitheater	5	
Cruise Port Scheme B	5	
Marina Scheme A	6	
Marina Scheme B	7	

Concept Plans - Poinciana Housing

Concept plans were developed in a slightly different manner for the Poinciana Housing site. Due to the predominantly residential nature of site and a general consensus on maintaining residential there, participants formed groups based on the following residential schemes:

1 Rehabilitation and Infill
2 Rehabilitation and Infill
3a Rehabilitation & Infill Housing with Partial Demolition
3b Rehabilitation & Infill Housing with Partial Demolition

Common Design Elements

The differences of these four concept plans lie primarily in variations in the spatial arrangement of these proposed uses. The four concept plans are quite similar to the extent that they all propose a combination of affordable housing and human services. The majority of these plans also reflect consensus on several important programmatic elements. These elements include the following:

- Enlarged park/recreation area or an alternative open space;
- Improved north/south access throughout the site; and,
- Police substation on the southwest side of the site.

The park/recreational uses and improved vehicular/pedestrian access proposed in the concept plans respond to the priority uses contemplated in the Initial Community Priorities Forum. The proposed plans also incorporate uses included in the consensus package developed at the Information & Potential Uses Forum. Affordable ownership housing, transitional housing for homeless and special needs populations, and human services were all key elements developed in this earlier forum.

Concept Plan 1 - Rehabilitation and Infill

This concept plan maximizes use of the existing structures for residential uses, while proposing some additional infill residential housing along Duck Avenue. (see Figure I.B.8, Concept Plan 1 - Rehabilitation and Infill). In terms of spatial arrangement, special needs housing for homeless and special needs populations are mixed with multifamily housing units throughout the site. Three existing units and additional parking at the southwest end of the site are proposed for social service buildings.

Concept Plan 2 - Rehabilitation and Infill

The most distinguishing feature of this plan is the separation of uses into two areas (see Figure I.B.9, Concept Plan 2 - Rehabilitation and Infill) Under this scenario, affordable housing, transitional housing for homeless and special needs populations, rent-to-buy housing, and human services are grouped into the eastern two-thirds of the site, while daycare facilities, a community center, and a business rental area are proposed for the western end of the parcel. This plan also emphasizes improved north/south access through the site and a system of bike paths throughout the site. Additional open space is proposed in the center of the property adjacent to Duck Avenue.

Concept Plan 3a and Concept Plan 3b - Rehabilitation & Infill with Partial Demolition

Concept Plan 3a and 3b call for the rehabilitation of existing housing and the development of infill housing in the eastern two thirds of the Poinciana property (see Figures I.B.10 & I.B.11, Rehabilitation and Infill). To unify and integrate the property with the urban form of residential properties on the opposite side of Duck Avenue, single family housing is proposed along the site's southern boundary. Infill housing in this area also serves to maximize the site's potential for residential development. One of the major differences between Plan 3a and 3b is the provision of open space. Where Plan 3a extends recreational park facilities to the site's western boundary, Plan 3b sets aside the western third of the site for human services and transitional housing. Plan 3b also seeks to develop a neighborhood center with the designation of a community center in the center adjacent to the existing recreational area.

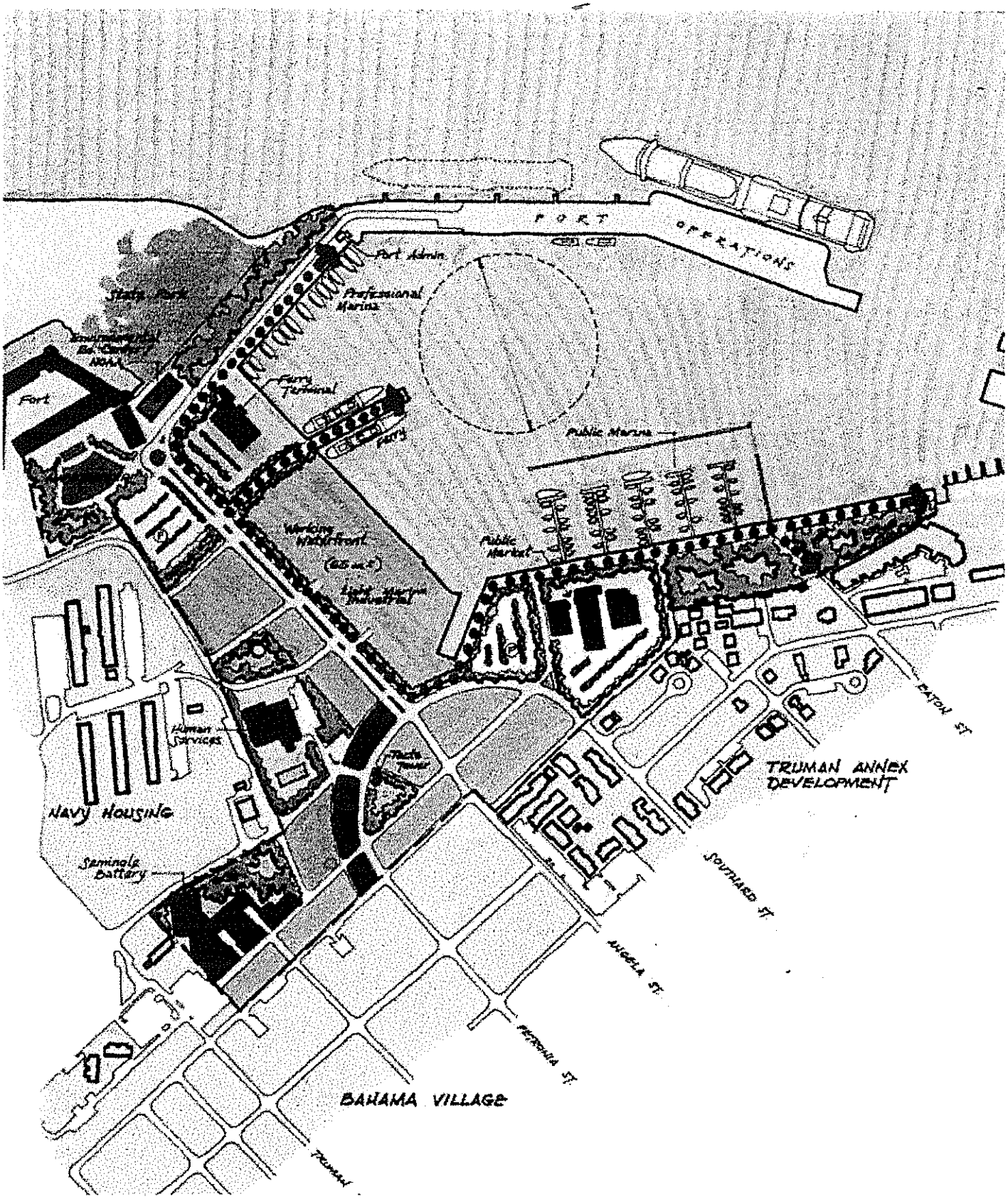

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Figure I.B.13
Refined Concept Plan - B
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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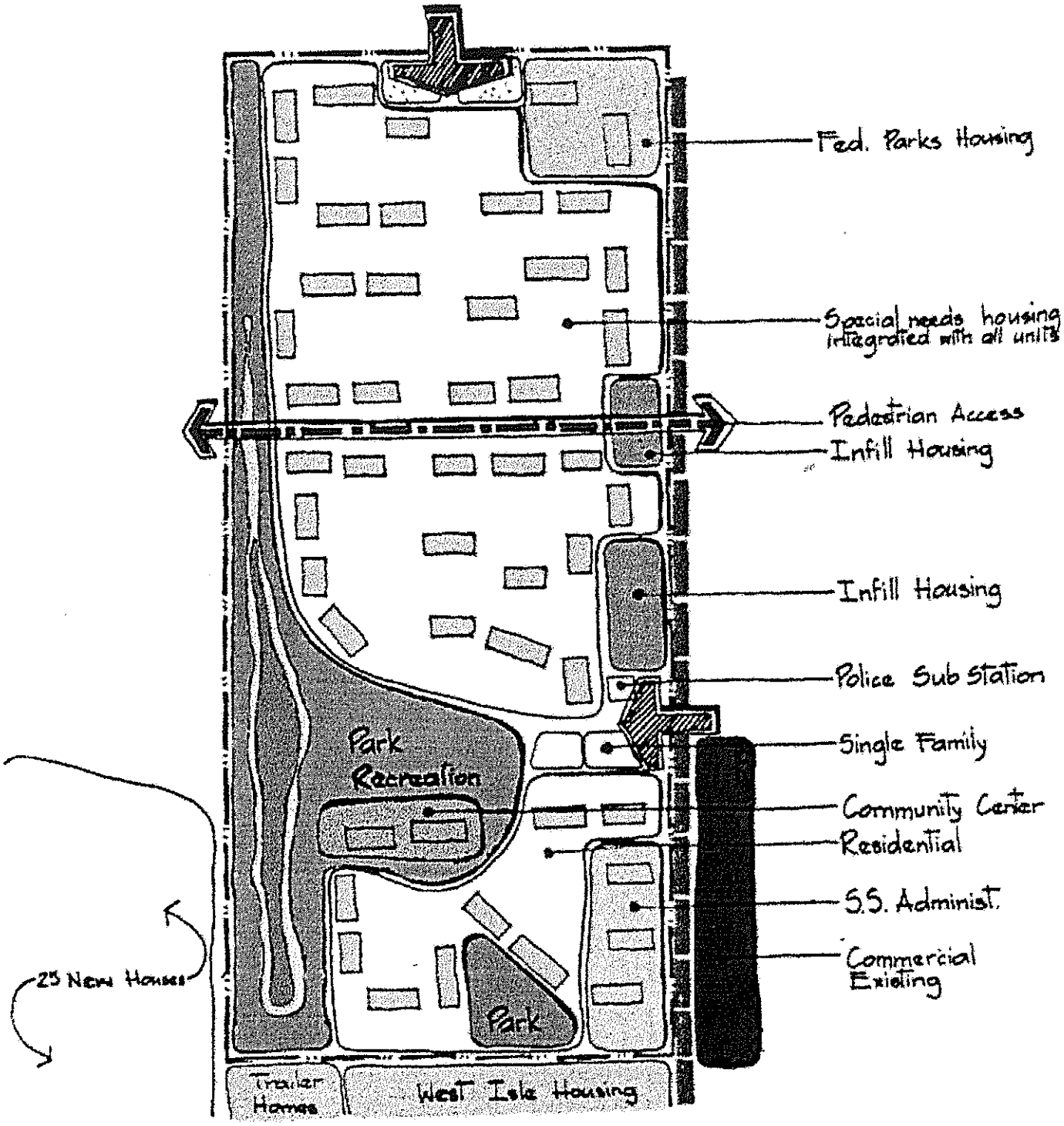

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Figure I.B.8
Concept Plan 1 - Rehab and Infill
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

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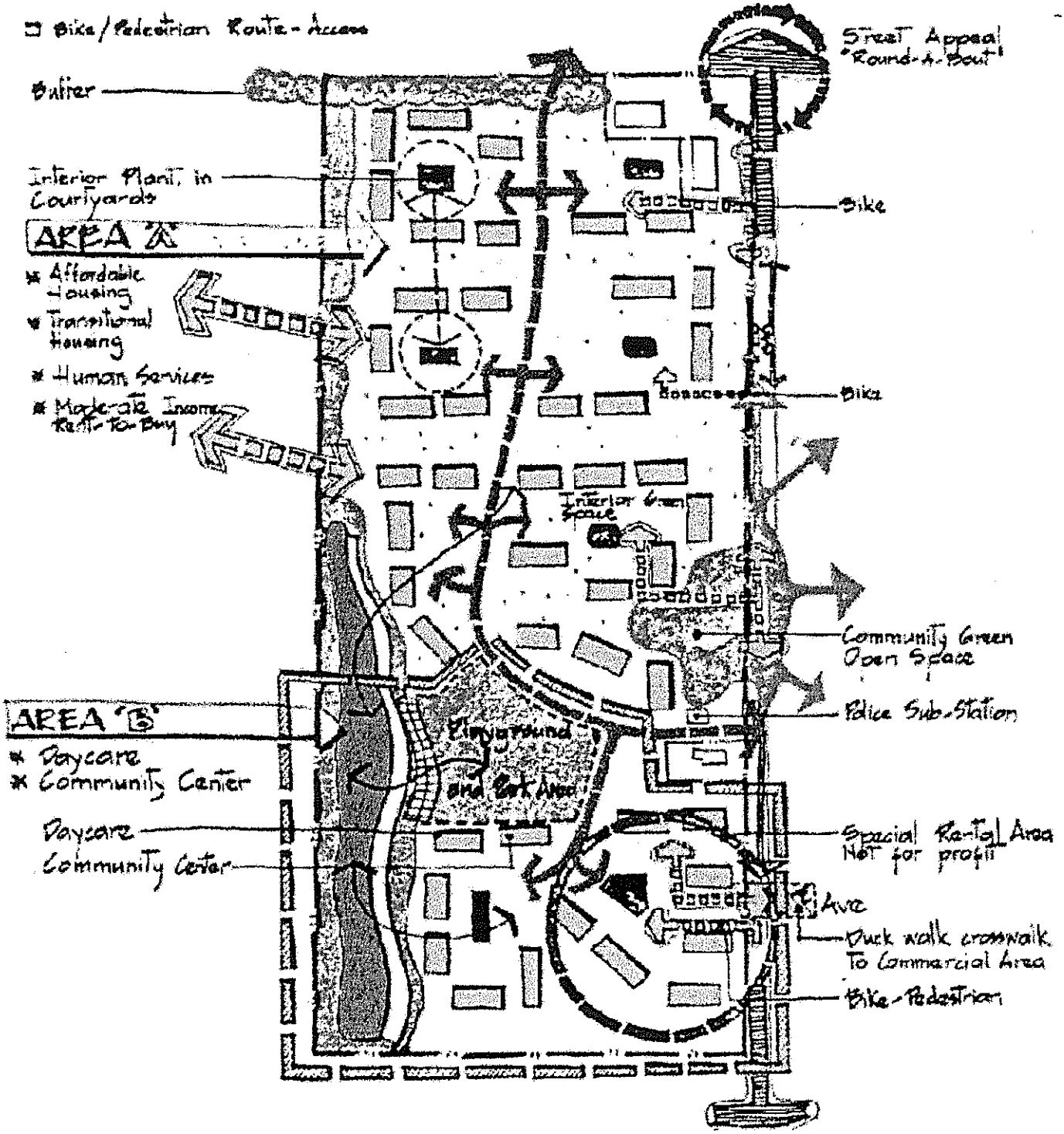

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Figure I.B.9
Concept Plan 2 - Rehab and Infill
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

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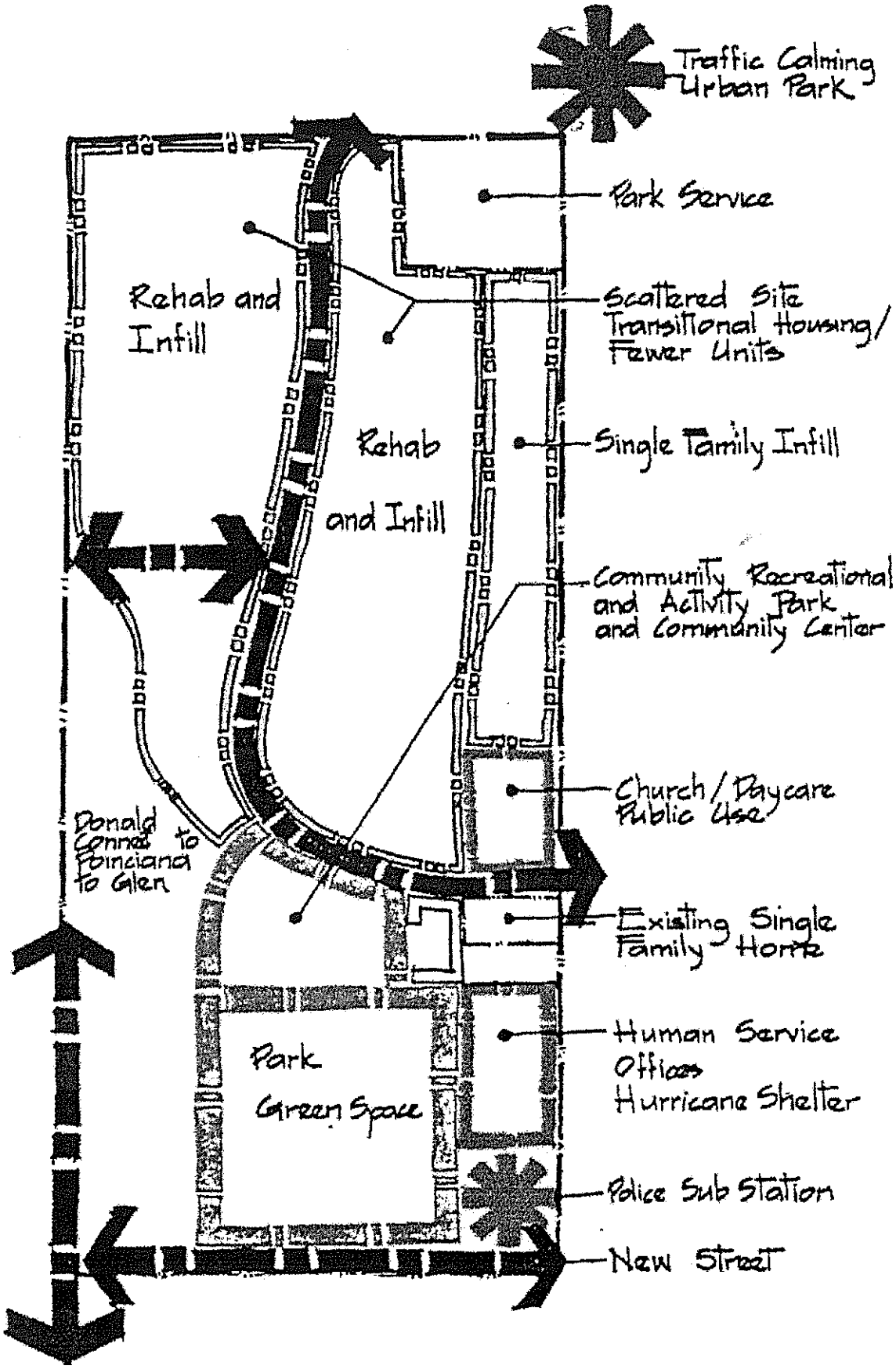

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Figure I.B.10
Concept Plan 3a - Rehab and Infill with Partial Demolition
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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Group Evaluation of Concept Plans

Group evaluation of the Poinciana concept plans followed a process similar to that for the Truman Waterfront concept plans. Participants were asked to evaluate the concept plans based on how well they address the priorities raised in the initial priorities forum, existing environmental constraints, conveyance issues, and economical feasibility issues. Based on the average numerical ranking tabulated during the group evaluation, Concept Plan 3a - Rehabilitation & Infill Housing with Partial Demolition received the greatest support from community members. The individual rankings for this plan and the other concept plans are presented below:

Concept Plan	Ranking
3a - Rehabilitation & Infill Housing with Partial Demolition	1 (highest ranking)
3b - Rehabilitation & Infill Housing with Partial Demolition	2
1 - Rehabilitation & Infill	3
2 - Rehabilitation & Infill	4

5. *Alternatives Evaluation Workshops*

In the next phase of the public participation process, concept plans which received the greatest community support in the Alternatives Generation Workshops were refined. For the purposes of generating further public input, efforts were made to reflect public opinion and build upon key design concepts. Out of this process evolved a pair of refined concept drawings for both the Truman Waterfront and Poinciana excessed properties.

On July 26, 1997, these plans were presented to the public for evaluation in the Alternatives Evaluation Forum. A brief discussion of these plans is presented below. Public reaction to and comment on these plans were used in the development of the preliminary base reuse plans discussed in Chapter II.

Truman Waterfront

The two plans presented in the Alternatives Evaluation Workshop incorporate common design elements expressed at earlier public meetings. These elements are discussed below:

Open Space and Passive Recreation Areas

- Dedication of not less than 25 percent of Truman Waterfront as open space and passive recreation areas;
- Creation of a pedestrian and bicycle network (green way) that allows for ingress/egress to Fort Zachary Taylor, Seminole Battery, Bahama Village, and special districts specific to each design alternative; and,
- Creation of a harbor walk along the western and portions of the southern quay.

Restoration and Preservation of Historic Sites

- Restoration of the historic back entrance to Fort Zachary Taylor through demolition of two adjacent navy buildings. The northernmost building (#261) would be preserved and modified to house related uses, including a Fort museum, artifact storage, and

administration. Pedestrian, bicycle, vehicular access to the Fort and adjacent State Park would also be enhanced; and,

- Restoration of the Seminole Battery and preservation of adjacent land as open space/passive recreation.

Port Operations

- Continued use of the north Outer Mole for berthing of cruise ships;
- Designation of the central Outer Mole as a potential future cruise ship berthing position;
- Assignment of the Inner Mole to port related functions, including the berthing of tugs, harbor pilot boats, vessels in distress, concessionaires, and other oceangoing vessels; and,
- Relocation of port administration facilities to South Mole. Public access to mole pier would occur unimpeded when cruise vessels are not berthed at the Outer Mole.

Social Services and Job Training

- Use of the Enlisted Dinning Facility building (#1287) to provide an array of community services, including job training, homeless assistance, and community meeting areas.

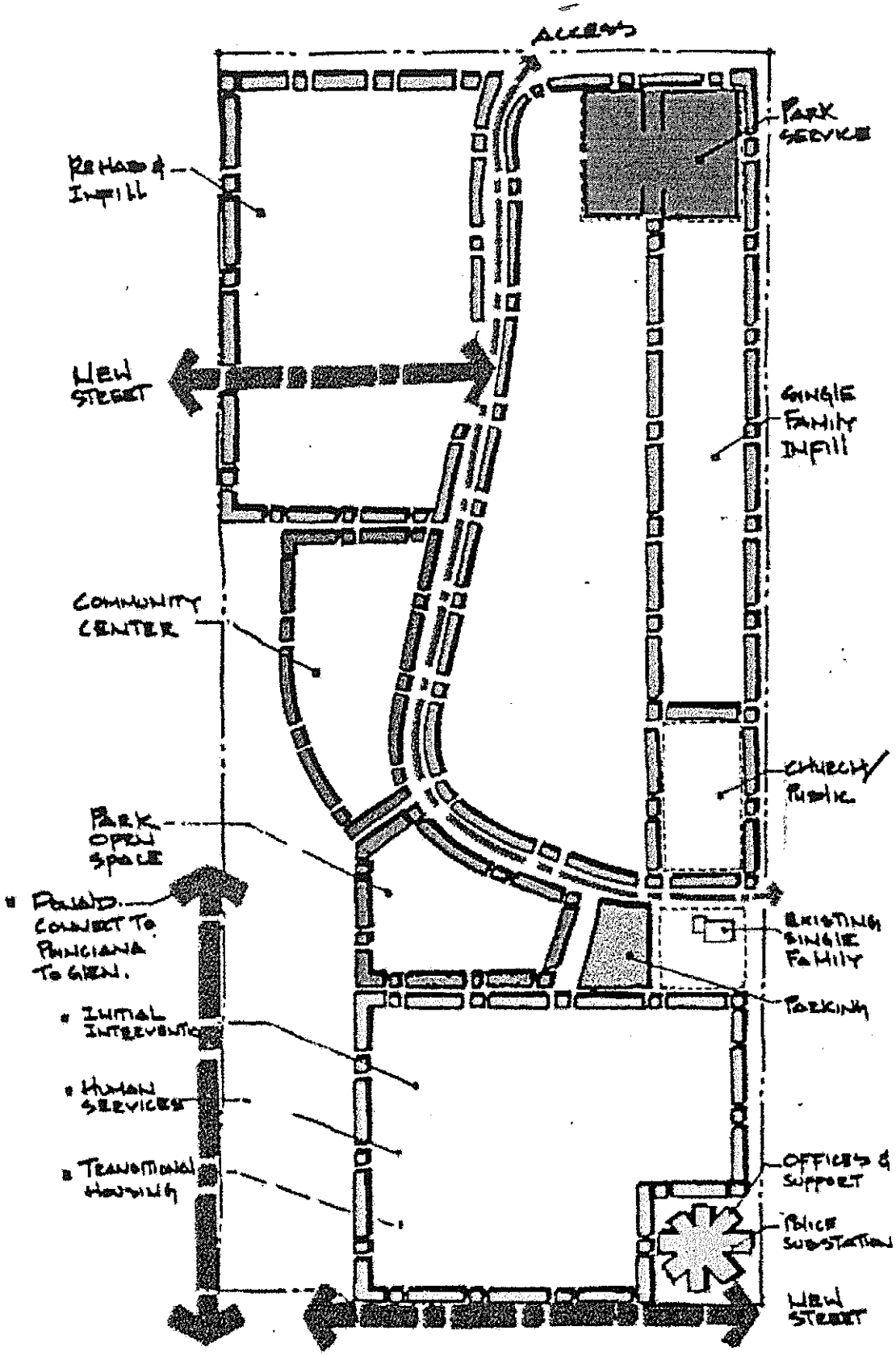
Refined Concept Plan A - Public Waterfront

Public access and dedication of the waterfront is the central theme of this design alternative (see Figure B.12, Refined Concept Plan, Truman Waterfront). A wide promenade, or harbor walk, runs the full length of the western and southern quay. A public common is present at the nexus of the western and southern quay promenade, where views of the water are greatest. This area is envisioned as a plaza that would serve in a variety of public capacities.

Educational, cultural, and retail uses surround the plaza, creating an active destination for residents and visitors. Tenants located around the plaza include an environmental education center (NOAA), a maritime marketplace, artisan/craft stores, small restaurants, and other uses designed with the Caribbean character of the Bahama Village. This area could serve as the new center for the Bahama Village community.

Public recreation and maritime facilities are located to the north and west of the central marketplace district and bring further life and activity to the waterfront. A 100 slip, public marina is programed for the central portion of the western quay. Public recreation facilities, open playing fields, and community gardens are found north of the marina. South of the marketplace, passenger ferry operations could bring visitors to the area.

A mixture of low- and medium-density housing is envisioned to extend the community fabric of the Bahama Village into the southern and western portions of the Annex.



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—·—· SITE BOUNDARY

Figure I.B.11
Concept Plan 3b - Rehab and Infill with Partial Demolition
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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Introduction of a grid system of landscaped boulevards provides strong pedestrian, bicycle, vehicular linkages between Bahama Village and the waterfront. Each of these corridors is designed to provide generous views of the water from the Bahama Village neighborhood, and the southern portion of the Annex. A large boulevard links the Bahama Village and Seminole Battery with the waterfront and activities located along the western quay wall. Serving as a green way, this boulevard is envisioned to be punctuated with a number of recreation amenities, such as ball fields, a playground, seating areas, and other facilities.

Refined Concept Plan B - Creation of a Working Waterfront

Creation of an economically diverse working waterfront is the organizing theme for this design alternative (see Figure B.13, Refined Concept Plan, Truman Waterfront). A principal goal of the community is to provide steady, long-term employment that would diversify the economy, focusing on businesses that would compliment a marina facility. Unlike Alternative A, the working waterfront district becomes the center of the site, and would house light- and medium-industrial marine uses, such as boat and skiff manufacture, customizing of boats, repair, dry dock, boat storage, riggings, chandlery, and other uses. This district would create a new employment generator for Bahama Village and the City of Key West.

Because marine manufacture and repair activities are usually in conflict with non-industrial land uses, a linear park (green way) is introduced into this design to buffer residential, recreational, and other uses. The linear park links to a wide promenade that runs the length of the western quay.

Two activity districts anchor the western and eastern portions of the site and lead activity along the linear park. A large public recreation area, small public marina and maritime marketplace are situated in the western portion of the site.

Fort Zachary Taylor and the adjacent park, environmental educational center/administration (NOAA), amphitheater, passenger ferry operations, and a small, concession marina form an activity district to the west of the marine industrial site. A synergistic relationship exists between each of these uses, and thus, clustering these uses into one area creates a strong destination for area residents and visitors.

Residential land uses extend from the Bahama Village through the southern portion of the Annex. Residential housing is envisioned as mixed in density and character.

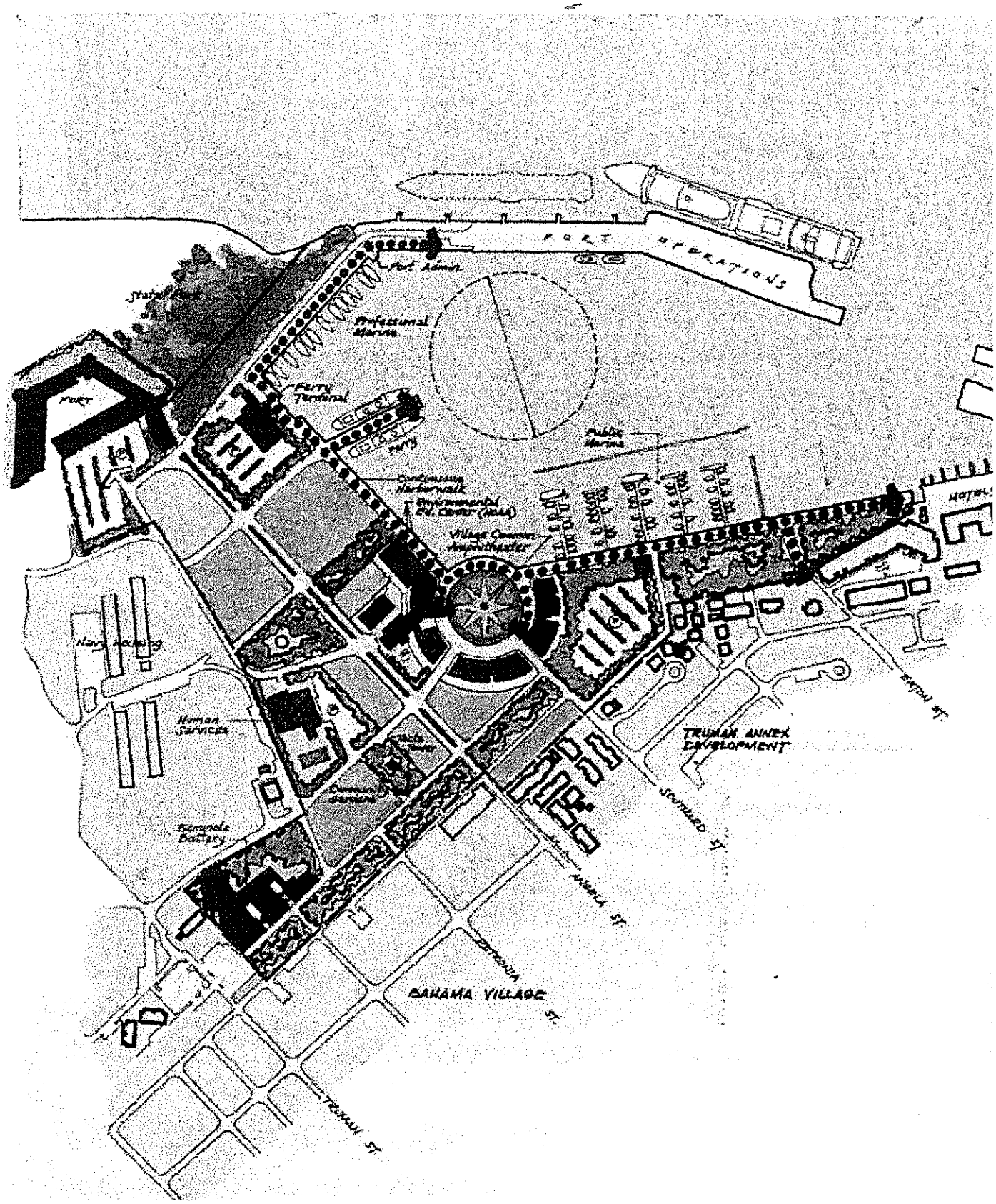

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Figure I.B.12
Refined Concept Plan - A
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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Poinciana Housing

The two plans presented in the Alternatives Evaluation Workshop both propose an increase in affordable housing stock at this site. However, the two plans propose substantially different development alternatives. These plans are presented in Figures I.B.14 and I.B.15, Refined Concept Plans A & B.)

Refined Concept Plan A

The focus of Plan A is the rehabilitation of existing residential housing with the limited introduction of infill along Duck Avenue and the western boundary of the site. The existing circulation system and open space are maintained with no proposed changes.

Refined Concept Plan B

Plan B proposes a mixed development program of rehabilitation with partial demolition. Specifically, existing structures on the western third of the site are proposed for rehabilitation and reuse as homeless and special needs housing and social service facilities. In contrast, demolition of existing structures on the eastern two thirds of the site are proposed. A range of residential densities ranging from single family housing along Duck Avenue, medium density three-story housing at the center of the site, and town houses along Donald Avenue are proposed. Plan B also attempts to knit together neighborhoods on the east, north and south sides of the site with the introduction of a grid roadway network. A linear green way links the eastern end of the property with the existing recreational area.

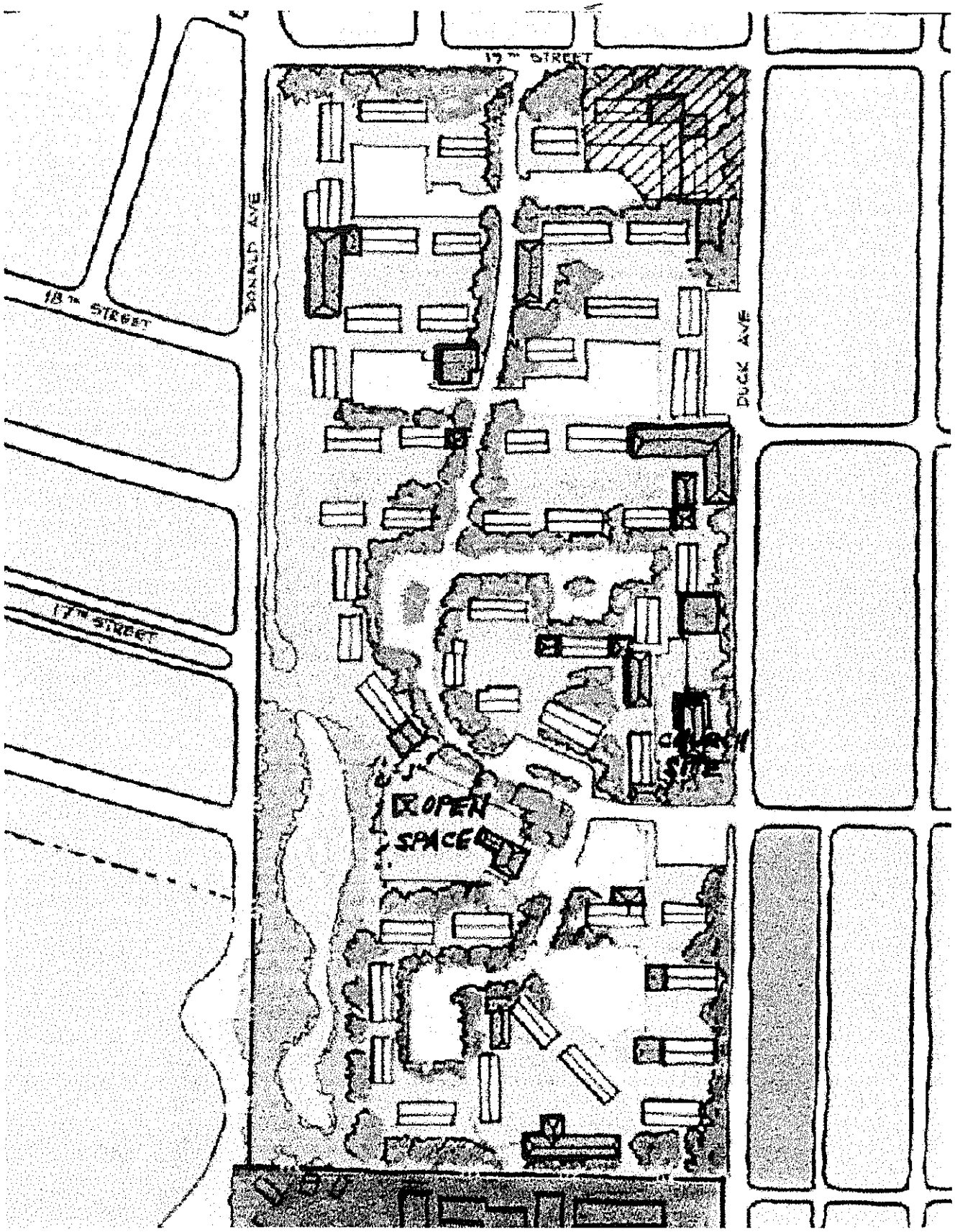

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Figure I.B.14
Refined Concept Plan - A
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

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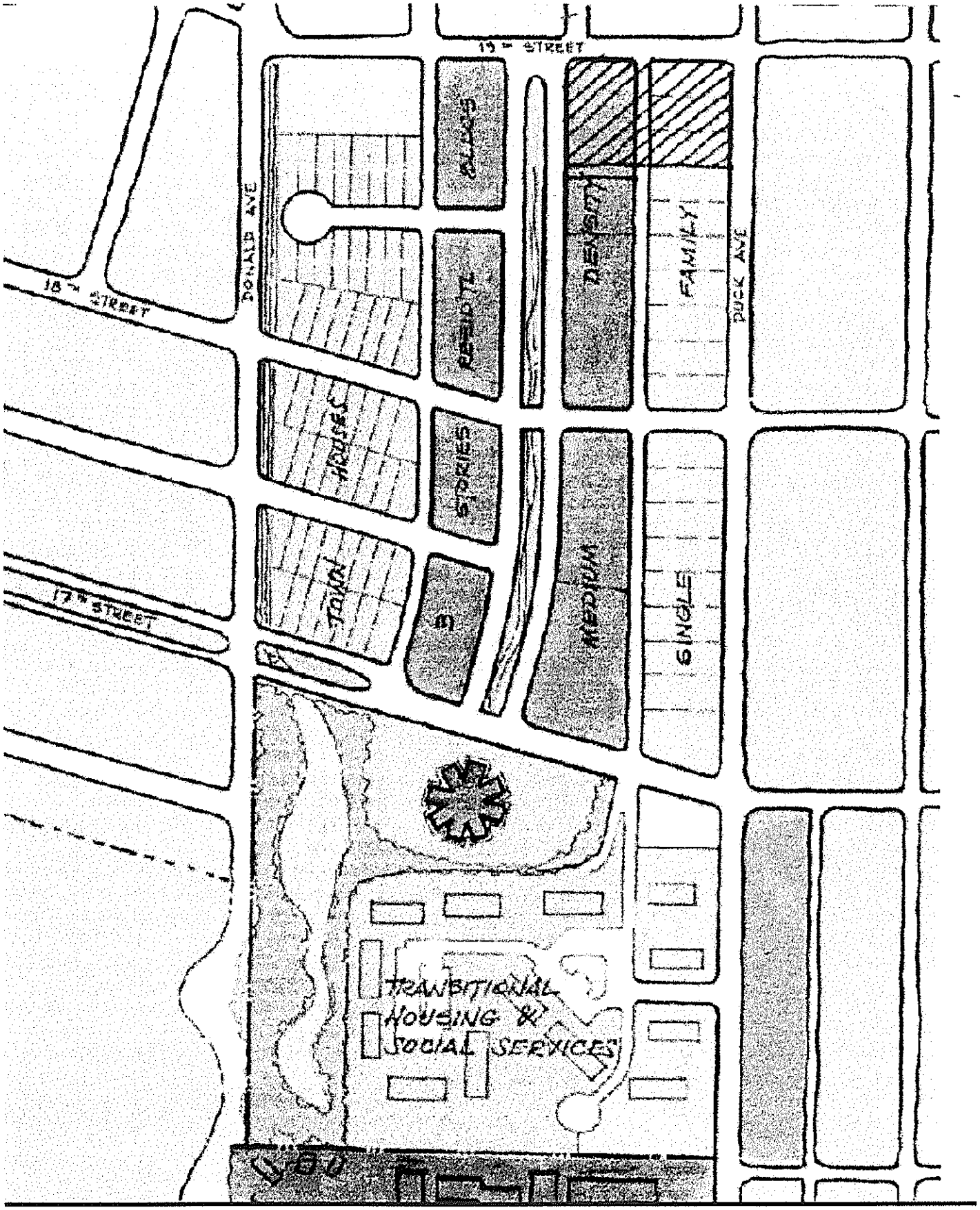

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Figure I.B.15
Refined Concept Plan - B
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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II. PRELIMINARY BASE REUSE PLAN

A. Truman Waterfront

The preliminary plan for the Truman Waterfront surplus property is presented in Figure II.A.1, Proposed Preliminary Plan. This plan is a synthesis of ideas and design concepts generated through the public involvement process, an analysis of site opportunities and constraints, and a review of previous community planning efforts for the area.

The plan's key organizing elements and uses are highlighted in the following section.

1. *Recreation and open space areas linked through a multimodal green ways and view corridors*

A large open space and recreation park is shown for the northwestern portion of the site, between the existing Truman Waterfront residential community and the eastern quay wall. This area offers dramatic views of the waterfront; tennis, bocce, and other dedicated sports areas; community gardens; and, open areas for field sports or passive recreation. An amphitheater could be developed at the center of this open area for public gatherings, outdoor theater and concerts, or a series of other uses. To encourage activation of the park and prevent the park from having a "dead end", several ingress/egress points should be developed along the northern end to provide pedestrian and bicycle access. Possible connections could include a continuation of Eaton Street and a harbor walk connection over Commodore Slip. An area for parking is provided north of the terminus of Southard Street.

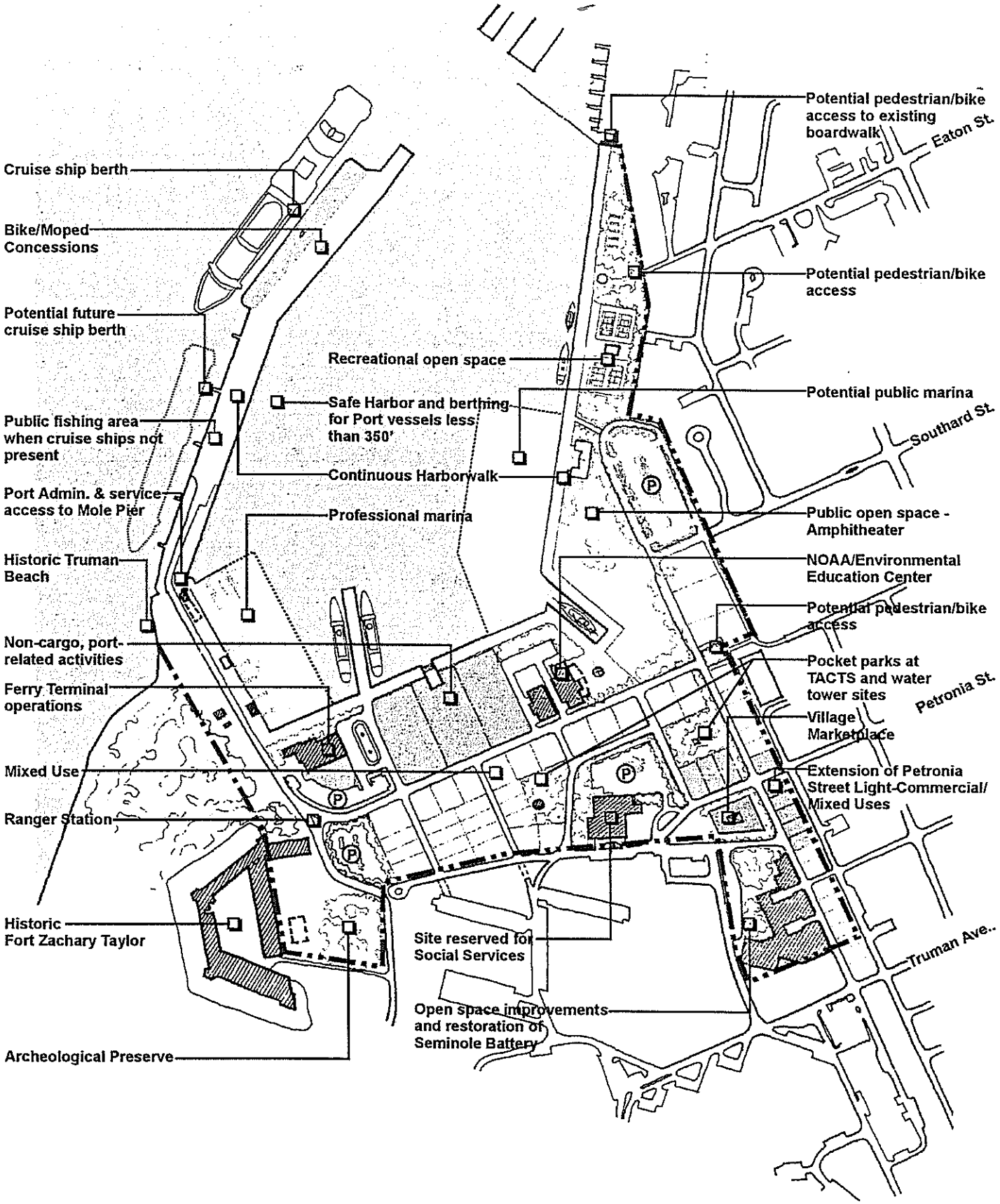
A public marina facility is envisioned for the southern portion of the basin adjacent to this large park. A mega-yacht berthing area would be designated for the northern portion of the eastern quay wall, a small boat facility, protected from wind and wave action by a breakwater, would be located to the south. These uses would help further activate the park and provide mooring facilities for Key West. The existing boat launch could be modified as a slip for large visiting boats or research vessels.

A second large open space and recreation area is envisioned for the area around the historic Seminole Battery. Uses for this area could be tailored to meet the neighborhood recreational needs of the Bahama Village. Smaller pocket parks at the TACTS tower, the water tower, and the archeological preserve at Ft. Zachary Taylor -- fixed facilities which must remain in place -- are also contemplated.

Each of these open space and recreation facilities would be linked together by a network of landscaped green ways. One green way is programmed to run along Dekalb Avenue, connecting the waterfront and park area to TACTS tower park, the Bahama Village marketplace, and Seminole Battery.

2. *Uninterrupted public access to the waterfront through of a wide promenade, along the full length of the harbor*

Designed for use by pedestrians, cyclists, in-line skaters, and other recreation enthusiasts, the Truman waterfront promenade would connect cruise operations on Mole Pier, Ft. Zachary Taylor, passenger ferry operations, the federal interagency



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—·—· SITE BOUNDARY

Ⓟ PARKING

Figure II.A.1
Proposed Preliminary Plan
TRUMAN WATERFRONT
KEY WEST PRELIMINARY BASE REUSE PLAN

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visitor center, and recreation and open space areas. Ideally, the Truman waterfront promenade would be linked at the Commodore Slip (northwest corner of the site) through to the existing harbor walk that extends from the Hilton Hotel to the Key West Bight. Landscaping and hardscape treatments, pavilions, and lighting elements would all be incorporated into design of the promenade to create a diverse, safe, multi-use recreation facility.

3. Affordable housing, neighborhood retail, and social service uses as an extension of the neighborhood fabric of Bahama Village

The past, present and future of Bahama Village and the Truman Waterfront property are closely linked. A central theme of the preliminary plan is to remove the perceived boundary between the two areas and create a continuous transition between uses and neighborhoods.

The Truman Waterfront property presents an opportunity to assist the City of Key West in meeting a portion of the demand for affordable housing. A area of low- and medium-density housing is designated along the eastern edge of the Truman Waterfront property, leading from Truman Avenue to Southard Street. Housing would be similar in type and style to that found in historic Key West. Housing and mixed uses are along a new landscaped boulevard at the center of the property and the southern boundary of the site. Housing in these areas could be developed to meet Key West's affordability thresholds.

Light commercial retail areas are programed as an extension of the commercial uses on Petronia Street. These uses would culminate at a village marketplace, an idea first contemplated in the *Bahama Village Neighborhood Charrette*. Offering Caribbean-inspired shopping, dining, and entertainment, the village marketplace is envisioned as an activity center with appeal to both the Bahama Village community and area visitors especially cruise passengers from Mole Pier.

A multi-use center providing a variety of social services for Bahama Village and other Key West residents is programmed for the Enlisted Dining Facility, Building #1287. Services provided at this facility could include job training, community meeting and education programs, day care, weekend church worship services, and others.

4. Educational and historical activity nodes

The creation of diverse, lively points of interest (activity nodes) was an important community and design team objective. These nodes serve as activators within the Truman Waterfront property, drawing area residents and visitors to the site. Reviewed individually, the impact of each of these nodes is likely to be small; the net effect of these uses, however, may be fairly significant. One such area is the Bahama Village marketplace. Others include enhanced Fort Zachary Taylor and Seminole Battery historic properties and the creation of a visitor center and administration offices for the National Oceanic and Atmospheric Administration (NOAA) and other agencies.

Under this preliminary plan, Fort Zachary Taylor is restored and expanded into a major site amenity and destination. The historic entrance to Fort Zachary Taylor is restored through demolition of two adjacent Navy excessed buildings, #795 and #284. The

northernmost building, #261, is modified to house related uses, including a museum, artifact storage, and administration office. The entrance to park as well as the Ranger Station will be relocated, and a new parking area is provided northeast of the Fort. The properties east of the Fort are dedicated as an archeological preserve.

The Seminole Battery, located in the southern portion of the site adjacent to Bahama Village, is also restored and preserved under this plan. As advocated in the *Bahama Village Neighborhood Charrette*, the Seminole Battery and adjacent site could be used as a central starting point for tours of Bahama Village. The underground bunker portion of Seminole Battery could also be developed into a war memorial and museum, depicting Key West's military history and the roles its citizens have played.

Two Navy excessed buildings #112 and #113 -- which are adjacent to the boat launch at the nexus of the eastern and southern quay walls -- would be reused and expanded to house a federal interagency visitor center and administrative offices for NOAA, the U.S. Fish and Wildlife Service, the National Park Service and other agencies. The facilities would serve as single location for persons interested in obtaining information or learning about the natural and cultural resources of the Florida Keys. These facilities would front a plaza to the east and a new landscaped boulevard to the south. Research vessels and boats offering tours to environmental areas could be moored within a new public marina contemplated for the portion of the basin north of the center.

5. Expanded use of portions of the Truman Waterfront property for port activities

As a deepwater port, Truman Waterfront affords the City an unique opportunity to expand maritime related activities as well as continue its role as a port of emergency for ships at sea. Mole Pier and the Truman basin are planned to provide for a diverse number of cruise, ferry, and other vessels. Responding to concerns by residents and community leaders, the plan does include containerized or general cargo operations.

Under this preliminary plan, Mole Pier becomes the central focus of Port of Key West activities. The ability of the Port to provide an additional cruise ship berthing position along the central portion of the Outer Mole is preserved under this plan. The north Outer Mole will continue to serve as a berth for calling cruise ships. A shaded public transportation pick-up/drop-off area as well as small area for a visitor information kiosk and bike and moped concessions could be developed for central portion of the north mole.

Berthing areas for port vessels, including tugs and pilot boats, as well as for visiting ships under 350 to 400 feet -- the largest vessels that can be safely navigated into the Truman Waterfront basin -- are provided along the inner north and central portion of Mole Pier and the northern portion of the western quay wall.

Passenger ferry operations are programmed for the southern portion of the Truman Waterfront basin. Through use of the existing pier that extends from the southern quay wall, two passenger ferries can be accommodated simultaneously. Ferry ticketing, luggage, and support requirements are provided through modification and reuse of the existing navy building (#149) located along the southwest corner of the basin. A small parking and bus and taxi drop-off is programmed for ferry terminal facility along the

southern and eastern sides of the building.

Port administration functions would be located in an expanded facility at the Southern Mole. Location of these uses in this area allow for port administration functions to be proximate to the majority of port activities. To meet U.S. Customs and U.S. Coast Guard safety regulations, a secure access point to Mole Pier would also be developed at this point. Public access to mole pier would occur unimpeded when a cruise vessel is not berthed at the Outer Mole.

The port would also administer an area located along the southern quay wall that could be leased for light- and medium-industrial marine uses, such as boat and skiff manufacture, customizing of boats, repair, dry dock, boat storage, riggings, chandlery, and other activities. Bare-boat charter operations may also be feasible on this site.

6. Multiple ingress/egress points into the Truman Waterfront property

Uses proposed for the Truman Waterfront property will generate vehicular traffic. Their impact to adjacent communities, however, will be distributed over several ingress/egress points, including Southard Street, Petronia Street, Olivia Street and Truman Avenue. Angela Street will be opened to pedestrian and bicycle access only. Traffic associated with cruise activities can be routed along Petronia Street, giving increased visibility to Bahama Village and its retailers. Traffic can be moved north-south along an improved Dekalb Avenue, which would feed traffic to the northern portion of the site and to a new landscaped boulevard that would service uses along the southern quay wall. Sidewalks and on-street parking is envisioned for residential and mixed use areas in the southern portion of the site.

Preliminary Market Indicators - Truman Waterfront

The following evaluation of the proposed land uses for the existing Truman Waterfront facilities is based on the research and findings reported by KPMG Peat Marwick LLP in the Preliminary Economic and Market Analysis of Selected Opportunities and Uses dated July 7, 1997. That analysis of real estate land uses was conducted from a macro perspective, and does not include a feasibility or market analysis for specific situations or uses.

Existing Cruise Ship Berth and Potential Future Cruise Ship Berth

Research indicates that a significant demand appears to exist in Key West for cruise ship related services. Key West is still developing and growing as a cruise ship destination as evidenced by the significant increase in cruise ship visitations (i.e., 18 per year between 1969 and 1984 vs. 368 per year for the 1994/95 season). As a result, the number of cruise ship passengers visiting Key West has drastically increased.

The potential economic benefits from the cruise industry are derived from two sources. The first source is the potential net operating income generated from disembarkation fees which the City earns from existing cruise operations. According to the Department of Transportation (DOT), the net operating income per the 1997/98 budget is in excess of $1 million. Second, the average cruise ship passenger, according to the latest (1995) Florida-Caribbean Cruise Association Study (FCCA), is expected to spend an average of $41. In addition, the average crew member is expected to spend an additional $94 per crew member. The combined

contribution to the Key West economy from these two sources is nearly $30 million in direct expenditures. According to the FCCA study, other direct expenditures increase the total contribution to the economy to nearly $50 million.

Demand for cruise ship facilities appears to be increasing as evidenced by many of the major cruise lines taking delivery of new, larger ships over the next few years. As the Caribbean cruise industry grows, it can be expected that Key West may experience similar growth.

Marina Facilities

Studies indicate a high demand for recreational marina facilities, both transient and live-aboard wet-slip facilities. At present, the city owned, live-a-board docking facility is full and has a wait list of 150 vessels. Monthly slip rental facilities throughout the City are near capacity, with many marinas full and only accepting transient vessels. Transient slips in general have limited availability, and those that are available are relatively expensive when compared to other areas in Florida. The only covered dry storage facility (Hi/Dry) in the city is at capacity, and open dry storage near capacity, which implies additional demand for dry storage may exist.

Village Marketplace

The study indicates a significant demand for retail space in various retail sectors throughout the City of Key West. This is demonstrated by high lease rates and low availability, especially for prime locations. Rates vary significantly due to pedestrian and car traffic counts at the individual locations. Additionally, rates vary according to quality and size of physical property.

The analysis of real estate land uses was conducted from a macro perspective and indicated potential demand for retail use. Determining the specific type (i.e., tenant mix, style, theme, etc.) and depth of retail which would be supported requires a detailed land use study, which was beyond the scope of this assignment. However, a retail use that is based on patronage from both the community and tourists may be more viable than a retail use based totally on support from the community.

Non-cargo, Port Related Activities

Due to lack of adequate infrastructure, available low-cost labor and housing or adequate business development incentives, there does not appear to be a significant demand, nor competitive advantage, for the development of large light-industrial operations. While Key West lacks some of the essential elements to support a large light-industrial operation, from a macro perspective, it appears that small operations (e.g. sail repair, small boat building) may be viable. While Key West has the ingredients for this type of operation, it is worth noting similar existing businesses in Key West, and throughout Monroe County, typically employ no more than 4-5 people. Based on the forces in the marketplace, this industry, while viable, does not appear to be under-supplied or under-served (i.e., the supply/demand relationship appears to be in balance). As such, the extent to which this industry can expand beyond the current activity is unknown.

Ferry Terminal

As the study primarily focused on existing economic conditions, market factors and real estate land uses this type of facility was not formally evaluated. Key West does have natural

amenities (e.g., waterfront, access to the Atlantic Ocean, a string of islands, future potential due to proximity to Cuba), however, which lends themselves to a ferry operation. In addition, plans exist, in conjunction with the Port of Tampa, to establish a ferry service between the cities of Key West and Tampa, and funds are reportedly available from the Port of Tampa to help establish the necessary facilities.

It is our understanding that the preliminary plan envisions the ferry operation as a profit-making venture. However, depending on the type of ferry operation, city officials should be aware that destination origin ferries (i.e. commuting) are typically subsidized by units of local or state government or council of governments.

NOAA/Environmental Education Center

As the study focused on economic factors, this type of facility was not evaluated since this type of use does not typically generate significant direct economic impact.

Public Open Space - Amphitheater

As the study primarily focused on existing macro economic conditions and market factors, this type of facility was not formerly evaluated. However, the existence of such a facility may create demand and help meet community needs. Typically, such facilities are not expected to create significant job or revenue generation, and often required public support.

Social Services, Pocket Parks, Historic Truman Beach

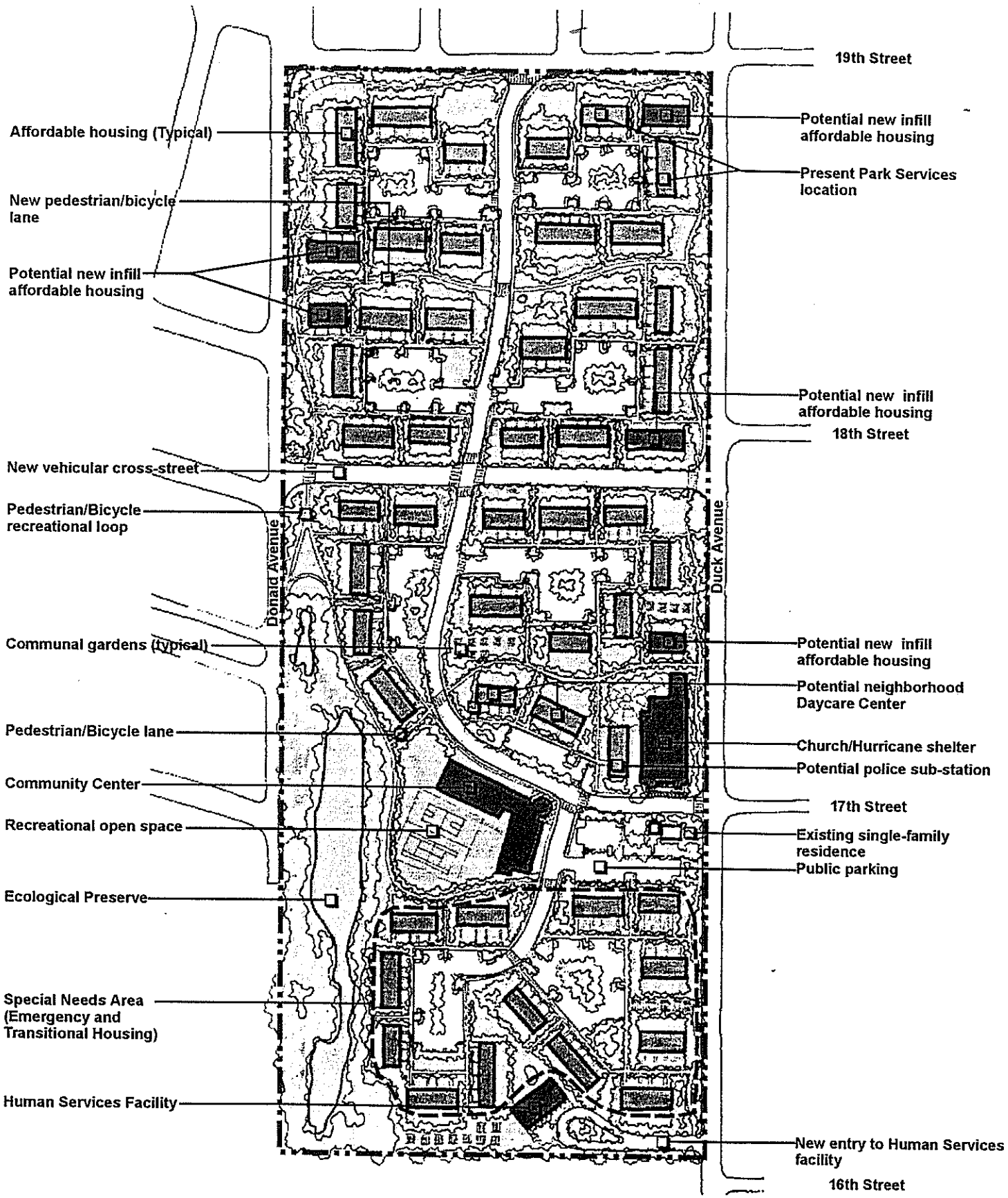
As the study focused on economic factors, these type of uses were not evaluated since they are not typically revenue producing land uses. Based on market research in the community, however, there appears to be concern for the lack of public access, recreational open space and social services. Typically, such facilities are not expected to create significant job or revenue generation, and often require public support.

B. Poinciana Housing

The preliminary plan for the Poinciana Housing property is presented in Figure II.B.1., Proposed Preliminary Plan. This plan represents the synthesis of ideas and design concepts generated through the public involvement process and the analysis of site opportunities and constraints.

The central goal of this preliminary plan is the reuse of structures located on the property, introducing moderate infill development where appropriate. The public and design team also wanted to create an affordable, livable neighborhood that is well integrated into the surrounding community.

The site is divided into eight housing nodes, each focusing around a courtyard and parking area. Each housing node is envisioned to have design elements that make it distinct such as color or other existing features. In several of the nodes, new infill housing is introduced. A new human services facility with a separate point of ingress/egress is provided in the southwest portion of the site. Surrounding this facility are several buildings dedicated as transitional



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SITE BOUNDARY

Figure II.B.1
Proposed Preliminary Plan
POINCIANA HOUSING
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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housing for the homeless/special needs population. The total number of proposed dwelling units for the site -- including the area presently dedicated to the Park Service - - is 232 units; of these 20 are new infill.

Several new facilities are part of the preliminary plan for the Poinciana Housing site. A community recreation center, located near the center of the site, adjacent to the ecological preserve, would offer meeting areas, day-care, and recreation facilities for the neighborhood. This facility could also be designed as a hurricane shelter. Neighborhood services and retail uses, such as a child day-care, convenience store, dry-cleaning, video rental, and a police substation could be provided in existing buildings southwest of the new community center. However, this would reduce available housing units by 12 units. A church is contemplated for the vacant parcel southwest of the community center.

A new north-south vehicular street is introduced in the center of the Poinciana Housing development. This street works to integrate the site into the surrounding neighborhood and reduce the "gated" feel of the original design of the complex. Introduction of this new street improves neighborhood traffic circulation, allowing for more than two access points to be used by neighborhood residents and emergency rescue vehicles.

Lush landscaping is an essential component of this preliminary plan. It works to create definable spaces in building fronts and backyards as well as a major amenity for the complex. An ecological preserve is dedicated in the northwest corner of the site, preserving red and black mangroves growing in the area.

An extensive pedestrian and bicycle network is envisioned for the Poinciana Housing development. A wide, paved loop-course begins and ends at the new community center and ecological preserve and runs along the perimeter of the development. This course would serve as a major neighborhood amenity, offering a vita-course, jogging trail, and bicycling and in-line skating area. Bicycle and pedestrian sidewalks bisect the Poinciana Housing development at several points, expanding the range of access and opening the development to the surrounding community.

Preliminary Market Indicators - Poinciana Housing

The following evaluation of the proposed land uses for the Poinciana site is based on the research and findings as reported by KPMG Peat Marwick LLP, in the Preliminary Economic and Market Analysis of Selected Opportunities and Uses dated July 7, 1997. That analysis of real estate land uses was conducted from a macro perspective, and does not include a feasibility or market analysis for specific situations or uses.

Affordable Housing

There appears to be significant demand for affordable housing in the City of Key West which is exacerbated by the fact that demand exceeds supply at practically every price level, with the imbalance particularly severe at lower price levels. The Poinciana site appears to be a viable opportunity to address the overriding need for affordable housing in Key West, given the concerns expressed by the community, as well as the need for affordable housing as reported in the housing studies conducted by the Housing Authorities of both Key West and Monroe County.

The lack of affordable housing is a direct result of natural market forces. Over the years the growing popularity of Key West as a resort destination, coupled with the lack of available land (the island is practically built-out) and local growth management regulations has contributed to a steady increase in the price of real estate -- and housing is no exception.

A significant benefit of the Poinciana site is that much of the necessary infrastructure and buildings currently exist, which could reduce the cost impact of providing affordable housing. The City may want to consider, as part of an affordable housing plan presented to the community, some form of rent or price appreciation control to prohibit speculation. Without such controls, market forces could drive prices higher to a point where they were no longer affordable.

Neighborhood Retail Center

The study indicates a significant demand for retail space in various retail sectors throughout the City of Key West. However, regarding the Poinciana site, it would seem that if the market could support retail in the neighborhood, it would likely have been developed by now. From a macro perspective, it is difficult to imagine any significant retail use beyond a convenience store. This assumes that the appropriate zoning and land uses are effectuated to allow commercial land uses.

Communal gardens, Community Center, Recreational Open Space, Church/Hurricane Shelter or Police Sub-Station and Social Services.

As the study focused on economic factors, these type of uses were not evaluated since they are not typically revenue producing land uses. The community, however, indicated a concern for the lack of public access, recreational open space and social services. Typically, such facilities are not expected to create significant job or revenue generation, and often require public support.

C. Maine Memorial Cemetery

The Maine Memorial Cemetery is proposed to remain as a cemetery.

D. Peary Court Cemetery

The Peary Court Cemetery is proposed to remain as a cemetery with the possible inclusion of a tomb for unknown soldiers and areas for new grave sites.

E. Old Commissary

The Old Commissary is proposed for use by Monroe County as administrative and community services offices.

F. East Martello Battery

The majority of the East Martello Battery site is proposed for use by the Key West International Airport as a runway clear zone and obstruction-free zone (see Figure II.F.1, East Martello

Legend

SITE BOUNDARY

Figure II.F.1
Site Location
EAST MARTELLO BATTERY
KEY WEST PRELIMINARY BASE REUSE PLAN

Not to Scale

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March 1996 Source: Fairchild National

Battery Site). This area will be fenced and maintained according to FAA regulations. The remainder of the site will be used for passive open space recreation.

G. Hawk Missile Site

It is proposed that the Hawk Missile Site be maintained in its natural state.

APPENDIX 2

Economic and Market Analysis of Selected Opportunities and Use

Key West Base Reuse Plan

Economic and Market Analysis of Selected Opportunities and Uses

October 1997

This document was prepared by:

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I. INTRODUCTION

The City of Key West retained the services of Bermello, Ajamil & Partners, Inc., (B&A) for the purpose of developing a Base Reuse Plan for selected Key West Naval Air Station (NAS) facilities and properties. As a member of the B&A team, the Real Estate, Mortgage and Hospitality Consulting Group of KPMG Peat Marwick prepared the economic and market analysis component on the plan. This report presents the preliminary findings from the analyses and related research effort.

The underlying objective of the economic and market analysis component of the Base Reuse Plan is to provide a strategic framework for evaluating opportunities and potential uses of NAS facilities and sites that:

- are consistent with the social, economic and development fabric of the community,
- includes consideration for unmet social, community, recreational, educational and health care related needs,
- includes an assessment of the economic impact of various land use alternatives, and
- provides the consulting team, and most importantly, the community, with a tool for helping to guide the land use planning process.

The scope of work for the economic and market analysis component of the Base Reuse Plan has been divided into two phases. Phase I of the research effort is intended to provide an economic and market overview analysis on the community. Based on the findings from these analyses, a preliminary list of opportunities and potential uses for selected NAS sites and facilities are identified. The results of Phase I, and corresponding list of potential uses, will be presented to the community for the purpose of facilitating discussion, input and feedback with respect to various alternatives land uses. Input from the community will then be processed and several land use alternatives will be developed, up to a maximum of three, from which Phase II, the economic impact phase of work, will be conducted.

The work elements under each phase of work for the economic and market analysis component are outlined as follows:

Phase I - Scope of Work

Developed a socioeconomic database for the City of Key West covering:

- Population and households,
- Household Income and Cost of Living,
- Employment,
- The economic base of the community including identification of the fastest growing areas of employment.

Evaluated Demographic and Economic Trends for the Primary Strategic Market Area that included:

- Development of assumptions regarding growth and development trends in the City, and
- Discussion on how the these trends may impact potential uses of NAS sites and facilities.
- Based on the assumptions developed above, prepared estimates of high, medium and low population growth for Key West.

Analyze the Strategic Economic Development Potential of NAS Properties and Facilities Based on an Analysis of:

- Land uses immediately surrounding selected NAS facilities and properties.
- Socioeconomic conditions of the community.
- Emerging national and international economic markets, and their impact on Key West, if any.
- Applicable commercial and residential real estate market trends.
- Health care and education issues as are applicable.

Findings from the analyses above served as a framework for developing a preliminary list of opportunities and potential uses of selected NAS properties and facilities. In this case, the list of preliminary uses focuses on the Poinciana Housing Complex and Truman Annex. These two properties represent the greatest potential for developing new uses or adaptive reuses. Opportunities or potential uses of the other NAS facilities were largely restricted by any one of a number of reasons related to physical and/or environmental constraints, or otherwise, plans by other government agencies to utilize a specific site. Monroe County's request to obtain the commissary building for county offices is an example of such plans.

Findings from Phase I of the economic and market analysis were made available at the Alternatives Generation Workshops. The purpose of the workshops was to solicit input from the community regarding alternative land uses for the NAS properties and facilities under study. The results of the Phase I study are designed to provide economic and market parameters to alternative land use scenarios generated from the workshop.

Phase II

Provide an Economic Analysis of Selected Land Use Alternatives

Phase II of the study is designed to assess the economic impact of various land use alternatives for selected NAS properties and facilities.

Input from the Alternatives Generation Workshop will be melded with findings from Phase I of the Economic and Market Analysis for the purpose of developing up to three conceptual land use scenarios. An economic impact analysis will be conducted for each scenario in

order to assess the economic cost and benefits of proposed uses and reuses. Corresponding with the findings from Phase I of the study, the economic impact analysis will be limited to alternative opportunities and uses selected for the Poinciana Housing Complex and Truman Annex.

Methodology

The research and field work effort for completing the economic and market analysis component of the Base Reuse Plan involved a two-pronged approach.

One of the two main research steps included numerous interviews with local business leaders and community officials in order to gain insight on market and economic trends as well as the social dynamics of the community. These interviews were supplemented with input from the general public collected during the first two of three community forums. (The third forum being the aforementioned Alternatives Generation Workshop scheduled for the end of the first full week of July). During these forums, the community was given the opportunity to present ideas regarding opportunities and potential uses for Truman Annex and Poinciana.

The second major research step involved review and analysis of secondary sources of data in order to "paint" a picture of Key West from a demographic, economic and market perspective. In this case, the research effort originally set out to identify demographic and economic trends at the census tract or block number area level. However, after having reviewed data at this level, the team concluded, that this level of detail was not applicable for Key West given that:

- Demographic and economic distinctions at the block number area level in Key West were practically imperceptible.

- The community commonly distinguishes social and economic trends in Key West by locally recognized neighborhood areas and these neighborhood areas are comparable to planning districts or areas identified in the Comprehensive Plan for the community.

- The Comprehensive Plan for Key West as well as the Redevelopment Plan for Bahama Village generally recognizes three distinct neighborhood areas in Key West including:

  - The Old Town District,
  - The Central (Residential) District, and
  - Bahama Village

Based on these conditions, the socioeconomic analysis for Key West was generally limited to these three neighborhood areas.

A description of each neighborhood area, along with an accompany map, is presented in Section III, which provides for an analysis of socioeconomic trends and condition in the City.

Additionally, we have compiled a list of local officials and community leaders interviewed during our field work research. This list, along with a bibliography of documents, reports and secondary sources of data and information used to conduct our analyses, is presented in the appendix of this report.

Organization of the Report

This report presents the finding from Phase I of the economic and market analysis. In addition to this introduction, the report is organized into four main sections as follows:

Executive Summary

This section summarizes the results of our research and analysis, from which a preliminary list of opportunities and potential uses of Poinciana and Truman Annex have been identified.

Socioeconomic Profile

This section includes a demographic and economic analysis of Key West covering population and population characteristics, housing and households, household income levels, cost of living and other relevant socioeconomic trends in the City. Estimates of high medium and low population growth are provided by the three major sub-market areas. Additionally, an analysis of the economic base of the community is provided along with related discussion and comments. This section also includes an overview of social issues confronting the community and presents discussion regarding the potential restrictions for future development.

Key West Real Estate Market Overview

This section of the report addresses market trends among major real estate segments in Key West, including "for sale" and rental housing, affordable housing, commercial office, retail and industrial, hotel/motel/resort development, and marine related uses including, marinas and the Port.

Strategic Economic Development Analysis

The fourth and final section of the report addresses the potential for economic diversication in Key West. It includes an assessment of economic and industry development opportuntiues for selected NAS properties and facilities, based on a ranking matrix of the ingredients needed to attract and/or support the various economic development activities and/or industries identified.

II. EXECUTIVE SUMMARY

The following summarizes some of the key findings contained in this report:

- Our analysis divided the island into three sub-areas or planning sectors. These sectors are generally consistent with locally recognized neighborhood areas on the island and, for the most part, planning areas as identified in the Comprehensive Plan. Accordingly, where data was readily available, our analysis of economic and demographic trends in Key West incorporated consideration for "Old Town," the Central Residential District ("New Town") and Bahama Village.

- The components of Key West's employment base recording the strongest growth between 1990 and 1995 were Retail Trade and Services. Each added approximately 100 jobs per annum.

  - The two components of the retail trade sector that recorded the strongest growth were Food Stores and Eating and Drinking Establishments.

  - The components of the service sector that recorded the largest growth during the five year period were directly related to tourism and an increasing population base. This is highlighted by the growth in social services, health services, and amusement and recreation.

- As measured by the State of Florida's Price Level Index, Monroe County is the most expensive housing market in the State.

- There exists a lack of affordable housing in Key West which appears to be a direct result of natural market forces: a finite amount of land available for new development; a conspicuous number of larger older homes turned into transient (hotel) units in response to a healthy lodging market; second home buyers and speculators competing with the local market for a limited supply of product; and local growth management regulations.

- The local economic base of Key West is dominated by the tourism industry, and most of the jobs associated with this, directly or indirectly, are in the services and retail sector. Roughly 60% of total nonagricultural employment in Key West is in services and retail trade.

- Regarding commercial real estate, significant demand appears to exist for retail space, transient lodging facilities and waterfront uses (i.e., marinas and cruise ship related services).

- Over the years, extensive land development and the accompanying growth in the permanent, seasonal and tourist population, has greatly impacted the environmental resources of the Florida Keys. As a result, development in the area is curtailed by both physical constraints and some of the most stringent building and environmental regulations in the country.

- Key West lacks some of the crucial elements for diversifying its economy in the areas of Construction; Manufacturing; Transportation, Communication and Utilities, Wholesale Trade and FIRE (Finance, Insurance and Real Estate)

Based on our economic and market analysis of Key West, coupled with an assessment of the suitability of NAS sites and facilities for various land use and development alternatives, we derived a preliminary list of opportunities and uses for Truman Annex and the Poinciana Housing Development. The framework guiding the opportunities and uses identified below was based on the principals of highest and best use, in combination with input gathered from the first two community forums addressing potential uses of the Truman Annex and Poinciana. Thus, based on the principals of highest and best use, the use/reuse of Truman Annex, for affordable housing and/or a homeless shelter, for example, was not considered the highest and best use of the property from an economic perspective. However, we realize that community input regarding uses of each of the two sites is an integral part of determining the land use alternatives and economic development planning programs eventually chosen by the City.

Economic/Industry Development Opportunities

- Boat building
- Boat engine repair
- Sail making and repair
- Commercial fishing
- Conch farming
- Tropical fish farms
- Shell Factory
- Charter Fishing
- Business Incubator programs
- Other Maritime Industrial uses

Truman annex

Real Estate Development Opportunities/Market Potential

- Hotel(s)
- Time share
- Entertainment/Retail
- Restaurants
- Eating and drinking establishments
- Marina(s)
- Convention Center
- Dry dock marina/Dry goods storage
- Nautical-theme waterfront development
- Port upgrades and/or expansion
- Professional office space
- Marina/Port office facilities
- Market Priced Condominiums
- Marina Condominiums
- Aquarium
- Connection of the Harbor Promenade from Mallory Square to the Outer Mole
- Outdoor Amphitheater
- Accommodations for additional parking

Truman Annex

Social/Educational Opportunities

- Trade/vocational schools
- Marine Science Museum and Research Facility
- Bahama Village History Museum
- Recreational open areas and promenade
- Artist Colony

Poinciana

Real Estate Development Opportunities/Market Potential

-
- Market rate rental apartments
- Market price condominiums
- Affordable housing - rental apartments
- Affordable/low income qualifying "for sale" to first time home buyer housing
- Public School
- Public Storage facilities
- Senior Citizen Housing
- Life care facility

Poinciana

Social/Educational Opportunities

- Homeless shelter
- Indigent care facility
- Educational/Vocational Training Center
- Artist Colony
- Other

III. SOCIO-ECONOMIC PROFILE OF KEY WEST

Introduction

In order to evaluate the economic impact of future land uses of the NAS site, a socioeconomic, employment and industry data base was developed for Key West. The data base provides a picture of historical trends, current conditions as well as future prospect for growth which will provide invaluable support to the land planning effort.

As part of our analysis, we reviewed demographic and economic trends for Key West at the Census-tract/block area level. Based on this review, it was determined that an analysis of socioeconomic trends of Key West at the census tract or block number area level did not provide any advantages from a research and analysis perspective. Moreover, the review led the team to conclude that for the most part, socioeconomic differences among various blocks areas in Key West were relatively imperceptible. In a sense, Key West functions as a whole organism. While the social and economic fabric of the community is comprised of many parts, these parts may not be distinguishable by geographic boundaries imposed at the Census-tract/block area level of analysis. Thus, if there is "significant" economic or market development actively in one part of Key West, the effect of this activity ripples across the entire community and would not necessarily be limited to surrounding neighborhoods.

Such is the case as it relates to the market and development potential of NAS sites and facilities. Economic development or market opportunities growing out of reuse of base sites and facilities will impact all of Key West at relatively the same level. The possible exception to this premise would be Bahama Village.

Bahama Village is situated adjacent to southwest of Truman Annex, which is one of the primary NAS sites under reuse consideration. Defined locally as a neighborhood in transition, the direction of the transition for Bahama Village may very well be influenced by the quality, style and mix of land uses ultimately targeted for NAS Truman Annex.

In lieu of analyzing demographic and economic trends at the census-tract/block area level for Key West, we divided the island into three sub-areas or planning sectors These sectors are generally consistent with locally recognized neighborhood areas on the island and, for the most part, planning areas as identified in the Comprehensive Plan. Accordingly, where data was readily available, our analysis of economic and demographic trends in Key West incorporated consideration for "Old Town", the Central Residential District ("New Town") and Bahama Village. A description of each neighborhood area along with an accompany map is provided in the pages which follow.

Old Town

Old Town is recognized both locally and nationally as the Key West Historic District. This approximately 190 block area of the City is situated on the western end of the island. It is roughly bounded by the Truman Annex/Naval Air Station Historic District on the west, Eisenhower Boulevard on the east, the Key West Harbour and Naval Air Station Annex on the north, and the Atlantic Ocean on the south. Old Town is registered, and duly recognized as a National Register Historic District.

The majority of the Old Town Historic District consists of residential neighborhoods. Along the small commercial corridors within the district, are churches, schools, government buildings, and various small business and retail shops. Duval Street, which is the main commercial/tourist/entertainment corridor in Key West, also traverses Old Town, due North to due South, from Mallory Square to United Street.

Distinguishing feature of Old Town include its architectural styles ranging from Classic Revival to Queen Anne and bungalow style housing. Long narrow, "shotgun" style houses are also commonly found in Old Town, and represent adaptation to the limited land available on the island.

Central Residential District ("New Town")

The Central Residential District ("New Town") is that area of Key West situated east of Old Town, roughly bounded by Eisenhower Boulevard on the West, Highway A1A on the East, Roosevelt Boulevard on the north, and the salt ponds preservation area on the south. New Town represents the City's largest concentration of single family homes. Most of the housing stock in this area was built after 1950, and, in contrast to the wood-frame structures dominating Old Town, most homes are of masonry construction.

There are more family households in New Town relative to Old Town, and while the district is generally comprised of single family housing, it is also the location of the island's two largest rental apartment complexes.

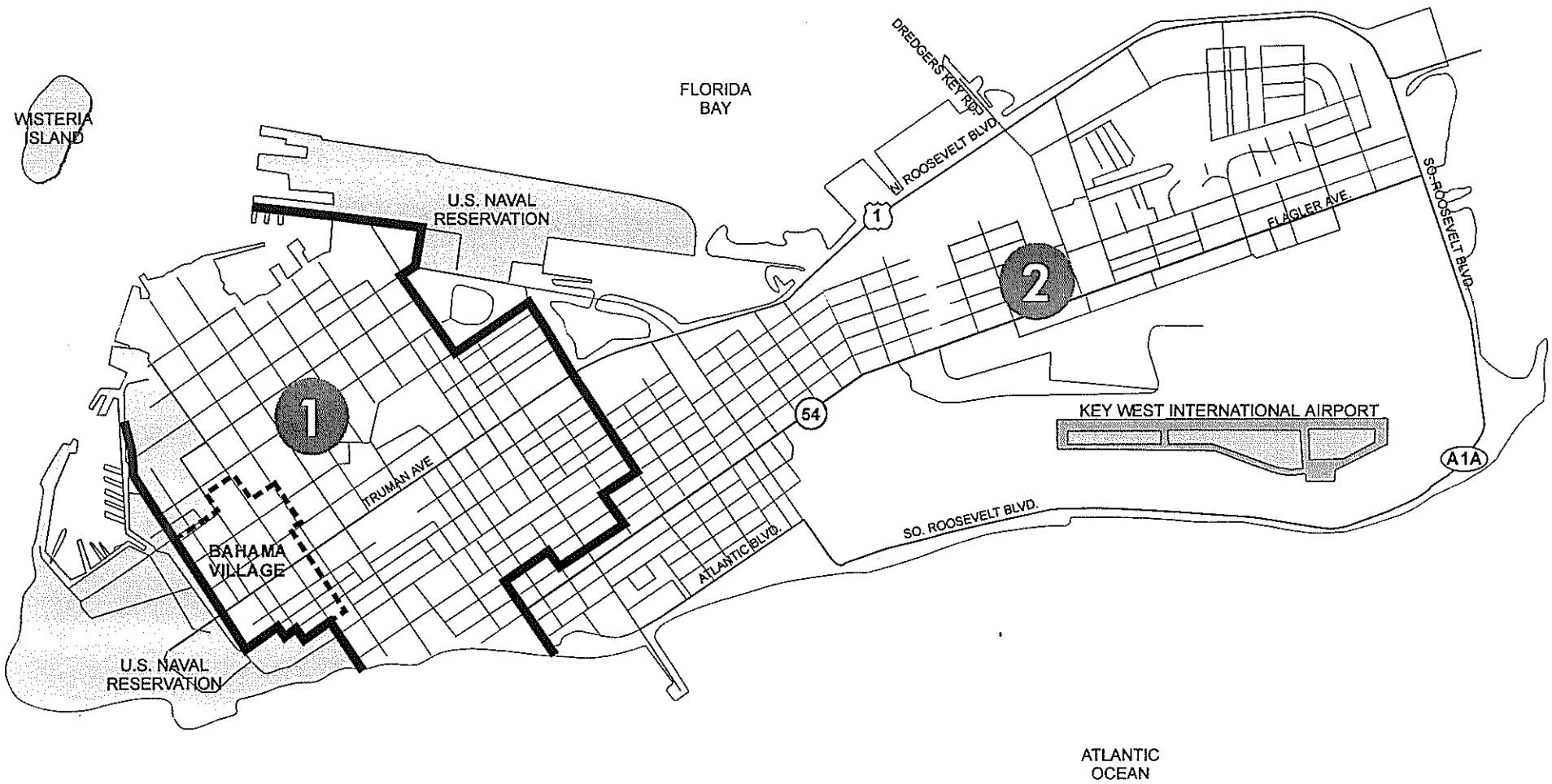
Key West High School is located in this district, as are the island's largest neighborhood shopping centers.

Bahama Village

Bahama Village is located on the far West end of the island, and is actually a neighborhood area situated within the Old Town Historic District. The neighborhood is generally defined to include a 22 block area of Old Town bounded by Whitehead Street on the east, Fort Street on the west, Angela Street on the north, and United Street on the south. The neighborhood houses the majority of the island's black population.

In response to deteriorating physical conditions and general decline of the neighborhood, the City of Key West designated Bahama Village as a community redevelopment area. The redevelopment program for Bahama Village is intended to facilitate initiatives for neighborhood commercial revitalization and housing rehabilitation, while maintaining the historic, cultural, and spiritual nature of the community. As a result, Petronia Street is being re-developed as a commercial corridor to include retail/service space. This consists of the renovation and adaptation of older structures to create rentable storefronts.

However, the "urban renewal" of Bahama Village has created concerns throughout the community. Market pressures are causing real estate prices to escalate, beyond what residents of the neighborhood can afford. This may result in the displacement of long term residents and businesses.



Legend

1. OLD TOWN
2. CENTRAL RESIDENTIAL

Figure 1
Planning Areas
KEY WEST BASE REUSE PLAN
CITY OF KEY WEST

Not to Scale

BERMELLO • AJAMIL & PARTNERS • INC.

Population

Based on figures from the US Census, the population of Key West grew from 24,292 in 1980, to 24,832 in 1990. This represents an overall increase of 2.2 percent and an average annual increase of a little more than 0.2 percent over the ten year period.

During the five year period since 1990, population growth in Key West has been slightly higher relative to the previous decade, growing by 0.4 percent per year on an average to 25,352 in 1995.

Among the major subsectors, it is of little surprise that population growth has been stronger on the east end of the island corresponding with "New Town". Most of the island's larger housing projects have evolved in this sector over the past 15 years. Estimates also indicate that population growth in the Old Town District has been relatively flat over the past 15 years, and especially since 1990.

Given that estimates were not available for Bahama Village beyond 1990, going forward it was assumed that total population in the neighborhood would stabilize.

TABLE III-1

POPULATION GROWTH TRENDS BY MAJOR SUBSECTOR FOR THE CITY OF KEY WEST 1980-1995

	Old Town (Excluding Bahama Village)	Central District (New Town)	Bahama Village	Total Key West
1980	11,507	10,452	2,333	24,292
1990	11,721	11,166	1,945	24,832
1995	11,786	11,621	1,945	25,352
Annual Avg. Change				
1980-1990	0.24%	0.66%	(1.8%)	0.22%
1990-1995	0.11%	0.80%	-	0.41%

Source: US Bureau of the Census; City of Key West, KPMG Peat Marwick, LLP

According to Monroe County and the University of Florida Bureau of Economic and Business research (BEBR), the largest contribution to population growth in Key West is from in-migration, representing roughly 70 percent of total growth between 1990 and 1995. The remaining growth resulted from natural increase, (i.e., births over deaths).

Most of the in-migration to Key West originated from Florida, followed by the northeast US, the midwest region, California, Texas, and abroad.

The City of Key West estimates that military personnel, and their families, represent approximately 6,000 year-round residents, or 20 to 25 percent of the total population. Figures

from the Navy indicate that the total number of Military and civilian support personnel living on the island has fluctuated over the years.

Accordingly, in 1987 there were 3,982 military related personnel stationed or living in Key West. This figure declined by more than 1,000 in 1988, before remaining relatively stable through 1991. The number of military-related personnel on the island spike to a more than 4,000 in 1992. However, since that time, the figure has steadily declined, and reported is currently at it's lowest level over a ten year time span.

The difference between the City's estimates and military personnel counts represents family members of military personnel not accounted for in the NAS Baseloading Report.

TABLE III-2

MILITARY PERSONNEL STATIONED IN KEY WEST 1987-1997

	OFFICER	ENLISTED	CIVILIAN	NON-AFFILIATED	Total
1987	393	2,670	673	246	3,982
1988	213	1,683	616	260	2,772
1989	191	1,544	670	203	2,608
1990	190	1,587	636	301	2,714
1991	194	1,587	587	310	2,678
1992	351	2,748	645	325	4,069
1993	321	2,687	632	271	3,911
1994	230	1,745	659	302	2,936
1995	209	1,594	649	261	2,713
1996	171	1,130	641	213	2,155
1997	162	1,134	624	218	2,138

Source: NAS Baseloading Reports

Our analysis of the local economy included our assessment of future prospects for growth based on assumptions with respect to the impact of the market, rate of growth ordinances and military cutbacks on various growth levels. In this case, these assumptions were incorporated with information from secondary sources as a basis for estimating low, medium, and high population growth rates for Key West over a fifteen year period.

Briefly, the assumptions used in each of the three scenarios are as follows:

Low Growth Scenario: Under the low growth scenario it was assumed that the population of Key West would decline as a result of the impact of:

- Cutbacks in military personnel stationed on the island
- Rate of Growth Ordinances
- Continuation of the growth of the second-home (seasonal home market)
- The population in Bahama Village continues to decline

Medium Growth Scenario: Under the medium growth scenario it was estimated that the population of Key West would remain fairly stable or increase slightly. The underlying assumption for the medium growth estimates included:

- No appreciable cutbacks in military personnel
- Rate of Growth Ordinances slows, but does not prohibit growth and development
- The second home/seasonal market stabilizes
- Affordable housing alternatives are developed as a result of reuse of NAS facilities for these purposes
- Stabilization of Bahama Village

High Growth Scenario: Under the high growth scenario, it is estimated that the population of City increases at rates equal to or greater than those experienced since 1980. In this case, the underlying assumptions influencing the accelerated growth rate included:

- No appreciable cutbacks in military personnel
- Easing of the Rate of Growth Ordinances allowing for denser development of in-fill and other vacant properties
- The second/seasonal home market stabilizes
- Affordable housing alternatives are developed using NAS facilities beyond solely utilizing Poinciana for these purposes.
- The population of Bahama Village stabilizes and begins to grow

Population estimates under each of the growth scenarios is presented in the following table. It should be noted that regardless of the scenario, the amount of developable land to house any appreciable increase in the population is limited. Consequently, the difference in growth rates among each of the scenarios, while perceptible is not overly significant.

TABLE III-3

POPULATION PROJECTIONS BY MAJOR SUBSECTOR FOR THE CITY OF KEY WEST 1995-2010

	Old Town (Excluding Bahama Village)	Central District (New Town)	Bahama Village	Total Key West
1995	11,786	11,621	1,945	25,352
2000				
Low	11,564	11,605	1,831	25,000
Medium	11,850	11,905	1,945	25,700
High	12,100	12,155	2,060	26,200
2005				
Low	11,543	11,600	1,707	24,850
Medium	11,893	12,062	1,945	25,900
High	12,300	12,540	2,160	27,000
2010				
Low	11,400	11,500	1,600	24,500
Medium	12,100	12,255	1,945	26,300
High	12,600	12,750	2,250	27,600

Source: University of Florida, BEBR; City of Key West; KPMG

Age Characteristics of the Population

Median age in Key West increased from 30.8 to 33.7 from 1980 to 1990. Estimates for 1997 indicate a median age of 36.6

In 1980, the 35 to 54 age group represented 26.3 percent of the total population in Key West. In 1997, this specific age category represents more than 31 percent of the total population. Conversely, the 20 to 34 age group declined from 31.2 percent in 1980, to 24.5 percent in 1997. Both age groups are projected to remain close to their current percentage levels through 2002.

About 31 percent of the total population is comprised of the school age population (5-19 years old) and the elderly population (65 years and older). Both age categories remained relatively unchanged from 1980 to the present, with minimal change anticipated through 2000.

TABLE III-4

AGE CHARACTERISTICS OF THE POPULATION
CITY OF KEY WEST
1980-2000

	1980	1990	1995	2000
< 5	6.0%	7.0%	8.0%	5.0%
5 - 17	15.0%	13.0%	13.0%	12.0%
18 - 24	15.0%	9.0%	8.0%	8.0%
25 - 44	32.0%	41.0%	40.0%	40.0%
45 - 54	10.0%	10.0%	11.0%	12.0%
55 - 64	11.0%	8.0%	7.0%	9.0%
65 - 74	7.0%	7.0%	7.0%	8.0%
75+	4.0%	5.0%	6.0%	6.0%
Total	100.0%	100%	100.0%	100.0%
Median Age	31.0	33.7	36.6	38.1

Source: US Bureau of the Census, University of Florida BEBR

A comparison of age characteristics of the population between Key West and Bahama Village in 1990, reveals that residents of Bahama Village tend to be older, with 24.4% of the neighborhood population age 55 years or older, compared to 18.9% for the remainder of Key West.

TABLE III-5
AGE CHARACTERISTICS OF THE POPULATION
COMPARISONS FOR BAHAMA VILLAGE
1990

	Bahama Village	Remainder of Key West
< 5	5.9%	7.3%
5 - 17	13.9%	12.6%
18 - 24	7.9%	10.1%
25 - 44	37.1%	41.6%
45 - 54	10.7%	9.4%
55 - 64	10.0%	7.4%
65 - 74	8.6%	6.8%
75+	5.8%	4.7%
Total(1)	100.0%	100.0%

(1) may not add due to rounding

Source: US Bureau of the Census; City of Key West; KPMG Peat Marwick LLP

Housing and Households

There were an estimated 10,424 households in Key West in 1990, representing an annual increase of 1.3 percent from 1980's estimate of 9,199.

Corresponding to population growth trends, the eastern portion of the island ("New Town") appears to have captured a larger percentage of growth compared to western area (Old Town). This trend is expected to continue through 2000 and beyond.

The average size household in Key West decreased from 2.46 in 1980 to 2.31 in 1990. However, this trend reversed slightly from 1990 to 1995, with current household sizes estimated to be approximately 2.34. According to BEBR the average household size for Monroe County was estimated at 2.24 persons per household in 1995.

TABLE III-6

HOUSEHOLD GROWTH TRENDS BY MAJOR SUBSECTOR FOR THE CITY OF KEY WEST 1980-1995

	Old Town (Excluding Bahama Village)	Central District (New Town)	Bahama Village	Total Key West
1980	4,755	3,744	700	9,199
1990	5,530	4,234	650	10,424
1995	5,735	4,865	610	11,205
Annual Average Change				
1980-1990	1.5%	1.2%	(0.7%)	1.3%
1990-1995	0.73%	2.8%	(1.3%)	1.5%

Source: CACI Marketing Systems; US Bureau of the Census

In 1990, 58 percent of the total housing stock in Key West was comprised of rental property; however, this may be somewhat understated given the number of "owned" housing that is available for rent on a seasonal basis.

The predominate housing ownership base is concentrated in the eastern section ("New Town") of the island which reportedly has 58 percent ownership compared to the western ("Old Town") portion that has only 37 percent ownership.

TABLE III-7

HOUSING TENURE
FOR THE CITY OF KEY WEST
1980-1990

	1980 Census		1990 Census		Annual
	Number	Percent	Number	Percent	Change
Total Housing Units	10,866	100.0	12,221	100.0	1.2%
Occupied	9,195	84.6	10,424	85.3	1.3%
Owner	4,560	42.0	4,384	35.9	-0.4%
Renter	4,635	42.7	6,040	49.4	2.7%
Vacant	1,671	15.4	1,797	14.7	0.7%
For Sale Or Rent Only	689	6.3	989	8.1	3.7%
Seasonal/Other	982	9.0	808	6.6	-1.9%

Source: CACI Marketing Systems

A more telling trend gleaned from Table III-7 shows that between 1980 and 1990, the percent of owner occupied homes declined significantly, from 42.0 percent to 35.9 percent, while the percent of renter occupied homes increased from 42.7 percent to 49.4 percent over the same time period. This trend lends support to several assumptions regarding the housing market in Key West including:

- that local residents are increasingly unable to afford purchasing their own home in Key West, and
- that the home buying market in Key West is becoming increasing dominated by outside investors and the seasonal home market.

Transient/Seasonal Households

There are several other trends which underscore the transient orientation of Key West's population. Accordingly:

- Approximately two thirds of Key West's population has lived in their homes for 5 years or less while only 15% of the population has been there for 15 years or more. This supports conclusions that Key West's population is highly transient, typical for resort destination markets.
- Married-Couple Family households declined at a 0.3 percent annual rate from 1980 to 1990, and dropped from 50 percent to 43 percent of the total household mix.
- Non-Family Households, comprised of single persons and other, increased more than 3 percent from 1980 to 1990. Accordingly, this category increased as a percent of total households from 37.2 percent to 45.3 percent during the ten year period.

TABLE III-8
YEARS LIVED IN KEY WEST
1995

Years lived in Key West	Percent of Population
0-5	66.1
6-9	11.6
10-14	7.4
15+	15.0

Source: US Bureau of the Census and Information Decisions System

TABLE III-9
PROFILE OF HOUSEHOLDS
BY HOUSEHOLD TYPE
CITY OF KEY WEST
1980-1990

	1980 Census		1990 Census		Annual
	Number	Percent	Number	Percent	Change
Married-Couple Family	4,643	50.5	4,519	43.4	-0.3%
Other Family (No Spouse)	1,133	12.3	1,186	11.4	0.5%
Male Householder	291	3.2	349	3.3	1.8%
Female Householder	842	9.2	837	8.0	-0.1%
Non-Family Households	3,424	37.2	4,719	45.3	3.3%
Single Person	2,574	28.0	3,165	30.4	2.1%
Other	850	9.2	1,554	14.9	6.2%

Source: US Bureau of the Census

Household Income

Household Income Key West

TABLE III-10
HOUSEHOLD INCOME
CITY OF KEY WEST

Income Range	1989	1995	Total Change	Percent Change
Less than $15,000	2,246	1,945	(301)	(13%)
$15,000 to $25,000	2,241	2,086	(155)	(7%)
$25,000 to $35,000	1,970	1,796	(174)	(9%)
$35,000 to $50,000	1,854	2,009	155	8%
$50,000 to $75,000	1,352	1,799	447	33%
$75,000 to $100,000	363	559	196	54%
$100,000 to $150,000	233	440	207	89%
$150,000 and over	166	571	405	244%
Totals	10,425	11,205	780	7%

Source: Equifax National Decision Systems

- From 1989 to 1996, the median household income for Key West increased from $28,126 to $34,299. This increase represents an increase of approximately 22% or 3% per annum. During the same time period the median income for Monroe County increased by 29% to approximately $38,000.

- When comparing Key West to the State of Florida, the household income figures are very similar. During the period from 1989 to 1996, median household income for the State increased by 24% to approximately $34,000.

- In 1996, 36% of Key West's households have income below $25,000 per annum. However, this is a declining figure. In 1989, 43% of the households were below $25,000.

- In reviewing the growth of household income the largest percentage gains from 1989 to 1996, were in the highest income groups, those earning over $50,000. When comparing these groups, to Monroe County, Key West exceeds the growth of the County. This could indicate that Key West is the primary choice of residence for these higher income households. From 1989 to 1996, Key West percentage of these households increased by approximately 60%.

- Although Key West is attracting affluent households, approximately 34% of the City's households earn between $35,000 to $75,000 per annum. It is in this income range where Key West has experienced the greatest increase in households.

- The income range with the greatest increase from 1989 to 1996 is $50,000 to $75,000. This group increased by 447 households, equating to a 33% increase. However, the group the highest percentage increase was over $150,000 per annum, which increased by 244%, or 405 households. This further underscores the increased of affluence in Key West.

- The income growth with both greatest percentage and number of household decline was under $15,000 per annum. This group lost 301 households representing 13%.

Cost of Living

The Florida Price Level Index (FPLI) measures the cost-of-living for the 67 counties in Florida based on groupings including: housing; food;, transportation; health, recreation, and personal services; and apparel. An index value of 100.00 represents a statewide population weighted average.

- The index value for Monroe County in 1996 was 108.40. This means that in Monroe County, the cost-of-living was 8.4% higher than the statewide average.

- Monroe County had the highest index value in each year from 1991 through 1996. The index value has declined though from 116.79 in 1991 to 108.40 in 1996. This shows that Monroe County's cost-of-living is rising at a slower rate that that of the state average.

- Monroe County was the only county with less than 100,000 people to have an index value greater than 100.00.

Economic Base Analysis/Employment

In order to understand the economic base of Key West we studied recent employment trends for the City and Monroe County. Accordingly, our analysis was based on data from the 1990 and 1995 State of Florida ES-202 Annual Employment Counts for Monroe County. The data from the State of Florida was supplemented by data from the 1990 United States Census for the City of Key West.

In order to determine the employment trend from 1990 to 1995 in the City of Key West we combined the two sources of data. We determined the percentage of jobs in Key West versus the County for each category in 1990. We then utilized this percentage to determine the number of jobs in each category in 1995. This analysis yielded the following results.

TABLE III-11

EMPLOYMENT PROFILE FOR THE CITY OF KEY WEST
1990-1995

Industry	1990	1995	Average Annual Change	Average Annual Percent Change
Agriculture	296	359	13	4.3%
Construction	865	1,002	27	3.2%
Manufacturing	365	314	(10)	(2.8%)
Transportation Equipment	36	46	2	5.0%
Transport, Comm, Util	903	893	(2)	(.02%)
Wholesale Trade	240	278	8	3.2%
Retail Trade	3,771	4,273	100	2.7%
FIRE	718	749	6	0.9%
Services	4,176	4,673	99	2.4%
Federal Government	819	808	(2)	(.03%)
State Government	476	556	16	3.3%
Local Government	1,248	1,257	2	.01%
Total	13,913	15,206	259	1.9%

Source: State of Florida and CACI

On average, Key West added 259 new jobs per annum. This represents an average annual growth of 1.9 percent. The estimated annual growth rate of 1.9 percent is slightly lower than the 2.2 percent annual growth rate for the State of Florida over the five year period.

The components of the Key West's employment base recording the strongest growth between 1990 and 1995 were Retail Trade and Services. Each added approximately 100 jobs per annum. This indicates that the primary growth of the Key West economy is driven by retail outlets and services.

The sector of the economy with the greatest average percentage gain was agriculture, marine and fishing, with 4.3 percent annual growth. However, this only represents an average annual increase of 13 jobs. Most likely the marine and fishing industries contributed to the lion's share of this growth.

The component of the economic base recording the largest decrease, both on a percentage and actual number basis, was manufacturing. This sector lost declined by 2.8 percent per annum on average losing approximately 10 jobs per year over the five year period. The component of manufacturing with the largest decline was stone, clay, glass and concrete manufacturing, which declined by over four percent. However, the segment that added new employment was related to printing and publishing, which grew by 2.7 percent per annum, a rate exceeding that for the City of Key West as a whole over the five years.

TABLE III-12

RETAIL EMPLOYMENT TRENDS MONROE COUNTY/CITY OF KEY WEST 1990-1995

Component	1990	1995	Average Annual Change	Average Annual Percent Change
Build, Hardware	189	195	1	0.6%
General Merchandise Stores	233	285	10	4.5%
Food Stores	544	731	37	6.9%
Auto Dealers & Service	282	219	(13)	(4.5%)
Apparel Stores	152	198	9	6.0%
Home Furnishings	84	93	2	2.1%
Eating & Drinking Estab.	1,753	1,915	32	1.8%
Miscellaneous Stores	533	638	21	3.9%
Totals	3,771	4,274	100	2.7%

Source: State of Florida and CACI

In Key West the retail trade sector was second only to the service sector in term of total employment. This underscores the discrepancy between the cost of living, and wages and salaries in Key West, since the retail sector of the economy generally provides lower paying job opportunities.

The two components of the retail trade sector that recorded the strongest growth were Food Stores and Eating and Drinking Establishments. These two components support two trends in the economy. The first trend is the increase population and tourist purchasing more food from traditional food stores and outlets. The second trend is the strong tourism market in the city, creating more eating and drinking establishments.

Only one component of the sector declined during the period. This sector was Automotive Sales and Service. This decline is also indicative of the Key West economy. This component requires both large amounts of land for dealerships and for service stations. However, due to both land and environmental concerns relating to service stations, it is not surprising that this sector contracted and lost jobs over the five year period.

The detailed breakout of the sector further underscores the important role that retail related jobs play in the Key West economy.

TABLE III-13

SERVICE SECTOR EMPLOYMENT GROWTH TRENDS FOR MONROE COUNTY/CITY OF KEY WEST 1990-1995

Component	1990	1995	Average Annual Change	Average Annual Percent Change
Hotels	2,114	2,071	(9)	(0.4%)
Personal Services	84	91	1	1.7%
Business Services	202	240	8	3.8%
Auto Repair & Parking	68	92	5	7.2%
Misc. Repair Services	39	49	2	5.7%
Motion Pictures	53	51	0	(0.5%)
Amusement & Recreation	268	388	24	9.0%
Health Services	687	787	20	2.9%
Legal Services	95	88	(1)	(1.5%)
Educational Services	56	81	5	8.8%
Social Services	85	131	9	11.0%
Museum, Art, Zoo	23	52	6	24.5%
Membership Organizations	214	255	8	3.9%
Engineer, Acctg, Mmngt	161	254	18	11.5%
Private Households	28	39	2	7.7%
Misc. Services	NA	4	1	NA
Totals	4,176	4,674	100	2.4%

Source: State of Florida and CACI

The service sector is the strongest component of the Key West economy in terms of employment. A breakout of the service by industry sector further underscores the important role that service sector jobs play in the Key West economy.

The components of the service sector that recorded the largest growth during the five year period were directly related to tourism and an increasing population base. This is highlighted by the growth in social services, health services, and amusement and recreation.

Growth in several of the service industry sectors incorporates jobs that require higher education and job skills. This is seen in the slight increase of jobs in Engineering, Accounting and Management, Social Services and Health Services in Key West.

Surprisingly hotel employment in Key West was flat between 1990 and 1995. However, this may be more a result of national economic trends and lack of new hotel development on the Island during those years than a decline in the strength of the sector. Presently, the hotel component is the largest part of the service sector representing 45% of the jobs. However, this is lower than 1990, when the hotel sector comprised 51% of all service related employment.

Undoubtedly the economic engine of Key West is tourism. Key West's dependency on tourism leaves the City exposed to the impact of down economic cycles at both the national and regional levels. When economies are down or in recession, resort destination travel is one of the first sectors to feel the impact. These impending conditions underscore the need for Key West to explore economic diversification opportunities.

TABLE III-14

PROFILE OF TOURISM IN KEY WEST
1994-1996

	1994		1995		1996	
	Total	% Change	Total	% Change	Total	% Change
Total Visitors	N/A		N/A		1,418,100	-
Key West Airport Deplanements	245,398	-	244,592	0%	273,710	12%
Cruise Ship Passengers	476,432	-	374,361	-21%	427,130	14%
Auto Passengers[1]	N/A	-	N/A		636,727	-
Bed Tax Revenue	$4,069,558	-	$4,377,082	8%	$4,875,213	11%

Source: Key West Chamber of Commerce; Monroe County Tourist Development Council
[1]Based on 44.9 percent weighted average indicated within Visitor Profile study

Social/Community Issues

Homeless Services

The following is a brief description of the Homeless issues which have been addressed in more detail in the Data Collection and Reuse Evaluation Report prepared by Bermello, Ajamil & Partners, Inc. (B&A).

The federal Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (known as the "Redevelopment Act") allows for a community-based process in which homeless services providers must be formally included in community reuse planning to address the needs of the homeless. As such, the Key West Naval Properties Local Redevelopment Authoridty (LRA) must prepare and submit a "Homeless Assistance Submission" to HUD which provides a description of the city's homeless population, the existing services and homeless facilities in the City and the unmet needs of the homeless, in the context of the NAS facilities, services to increase their self-sufficiency.

The following are some of the issues concerning the homeless as addressed in the B&A report:

- Key West's homeless population is estimated to be just over 100 people. The population consists of primarily adult males; however, there appears to be a growing number of single women with children and/or intact families.

- The problem is exacerbated by the overall lack of affordable housing. There reportedly exists a growing number of "working homeless" who can not afford the cost of housing in the City.

- There are no existing homeless shelters in Key West; the closest shelter is in Miami.

Health Care Services

Monroe County has three hospitals located in the lower, middle and upper Keys. The Upper Keys are served by Mariners Hospital, a 42-bed, not-for-profit facility in the town of Tavernier. The Middle Keys are served by Fishermen's Hospital, a 58-bed for-profit hospital, located in Marathon, and owned by Health Management Associates of Naples, Florida. And, the Lower Keys are served by Florida Keys Health System.

Lower Florida Keys Health System, is comprised of two Hospitals which merged in 1990: Lower Florida Keys Memorial Hospital and dePoo Hospital. Since 1990, Health System is the only hospital south of the 7-mile bridge.

Florida Keys Memorial, is a 169-bed not-for-profit hospital facility located at 5900 College Road in on Stock Island. The hospital was financed and constructed in 1967 through the formation of the Lower Florida Keys Hospital District which was created by the Florida state legislature. The tax district covers the area from Key West up to the 7-mile bridge.

The Florida Keys Memorial Hospital offers a full line of comprehensive health care services which include most major treatments including:

- Intensive/Coronary Care Units
- Outpatient Services
- 24-Hour Emergency Room
- Community Education Classes
- Cat Scan/MRI
- Heart Catheterization/Cardiovascular Testing
- Physical Therapy
- Oncology Clinic
- Endoscopic Procedures
- Obstetrics & Pediatric

Currently the hospital offers the only OB/GYN facility in the Keys, although, Fishermen's in Marathon reportedly may offer this service in the future. The Health System also has an affiliation with Baptist Health systems of South Florida, which enhances the ability to provide services not currently available at Health System. The hospital also has helicopter facilities to accommodate the Baptist Health System based helicopter service, which facilitates the treatment of two areas of specialization for which the hospital is not equipped: Severe Trauma and pre-mature deliveries (in these situations, patients are stabilized and transferred via helicopter to Miami).

The hospital runs at less than full capacity due to recent trend toward more outpatient treatment than in hospital stays. According to hospital officials, procedures that took 4 - 5 days in the past are now treated as outpatient.

dePoo Hospital, located at 1200 Kennedy Drive in Key West is the second hospital in the Health System. dePoo Hospital specializes in Psychiatric and chemical dependency treatment.

Health Care Issues:

Cost of Indigent Care - According to hospital officials, Key West has a large "indigent care" percentage (i.e., non-insured residents, due in part to the large percentage employed in low wage service jobs which do not offer health insurance). Due to competition from private clinics (i.e., Mt. Sinai and Integra Care), the percentage of patients without health insurance being treated at the hospital is increasing.

The cost of such indigent care, much of which is administered in a less than cost efficient from the emergency room, is reported to be approximately $2.7 million. As a result, the Lower Florida Keys Health System, which has operated without the need for the hospital district's indigent care tax, has a current need to impose taxes for the first time since 1990.

Lack of HMO Services - Currently, no HMO services are available in Monroe County due to the limited population and difficulty delivering service due to the geography, which limits the alternatives available to the community.

Attracting and retaining health care personnel - Another challenge facing the Key West hospitals, is retaining personnel due to the lack of affordable housing. Unlike the higher paid doctors, nurses and other skilled care-givers have more difficulty finding affordable housing.

AIDS treatment - The City of Key West has the highest per capita incidence of AIDS in the country, according to Chip Larkin, Development Director of AIDS Help, Inc., a private not-for-profit entity founded in 1986. Approximately 90% of Monroe County's reported AIDS cases are located in the City of Key West. AIDS Help, Inc. has a staff of 17, and serve 220 active clients through a continuum of care approach. The Housing Authority's Plan 2000 recognizes AIDS Help, Inc. as the "special needs housing provider" for Key West. AIDS Help, Inc. receives funding under the State's competitive Housing Opportunities for Persons with AIDS (HOPWA) allocation.

The only other AIDS provider is the "AIDS Brigade" from Boston, that began operations in Key West approximately two years ago. The group has a reputation for being more "radical", and is involved mainly in "needle exchanges" for drug users.

Education

Key West is served by four public elementary schools, one middle school and one high school. The elementary schools are Glynn Archer on White Street, Gerald Adams on W. College Road, Poinciana on 14th Street and Sigsbee on Felton Road. Horace O'Bryant Middle School, for grades 6 through 8, is located on Leon Street. And, Key West High School, for grades 9 through 12, is located on Flagler Avenue.

Key West public schools are part of the Monroe County public school system, which is governed by an elected board headed by an elected Superintendent who oversees five

district representatives. The public schools are funded by county property taxes. According to County officials that we interviewed, Monroe County spends more per capital (i.e. student) than any other county in Florida (i.e., Monroe County receives less funding per capita than any other county in Florida).

The Monroe County School board has expressed interest in the Poinciana site for locating a new elementary school (grades preschool through 5th grade). This would enable the district to close Poinciana Elementary which would create the possibility for relocating the school board administrative offices from Key West Bight area to Poinciana.

Key West is also served by three private schools: Montessori Children's School of Key West (preschool through 3rd grade); Grace Lutheran School (preschool through 2nd grade); and, Mary Immaculate Star of the Sea (preschool through 8th grade).

Florida Keys Community College, which began operation in 1965, was the first institution of higher education in the Florida Keys. The college, which was established from funding provided to Monroe County from the Florida state legislature, has an enrollment of approximately 5,000 students. Students can earn an Associates in Arts and Sciences degree in such fields as business administration, electronics engineering and nursing. The school also offers performing and visual arts program, marine biology and five certificate programs including law enforcement and emergency medical technicians.

IV. KEY WEST REAL ESTATE MARKET OVERVIEW

This section of the report provides an overview of market trends among major real estate sectors in Key West. Information and findings presented are based on secondary sources. During the course of our field work research it became quite apparent that there is a lack of compiled or consolidated published information and data sources on the various real estate markets in Key West. This being the case, much of the findings presented in this section are based on industry related notes and information compiled from interviews with local real estate brokers, sales agents, planners and developers.

For the purpose of this study, our analysis of real estate market trends in Key West focused on the following sectors:

- Housing
  - "For Sale"
  - Rental
- Office and Industrial
- Retail
- Hotel
- Timeshare
- Marinas & Port Facility

The findings of our analysis for each of the sectors begin on the following page.

Housing Market Analysis

"For Sale" Housing

The housing market in Key West can best be described as "out of balance". Demand exceeds supply at practically every price level, with the imbalance particularly severe at lower price levels.

Over the years the growing popularity of Key West as a resort destination, coupled with the lack of available land (the island is practically built-out) has contributed to a steady increase in the price of real estate; and housing is no exception.

Since 1994, the average price of a home in Key West has increased nine percent (9.0%) per year on average. Through the first five months of 1997 home prices have increased almost eleven percent (11.0%), and most brokers and sales agents do not anticipate the market topping out any time soon.

As a result of steadily increasing prices, Key West ranks as one of the top ten most expensive housing markets in the country.

Table IV-1 on the following page reflects housing price trends in Key West between 1991 and 1997. Thereafter, Table IV-2 compares housing prices in Key West to the top ten most expensive housing markets in the country.

TABLE IV-1

AVERAGE SINGLE FAMILY HOME PRICES IN KEY WEST, 1990 - MAY 1997

Year	Average Home Price	Percent Change
May 1997	$244,000	10.8%
1996	220,300	7.8%
1995	204.800	8.5%
1994	188,750	(3.4%)
1993	195,300	6.4%
1992	183,500	5.3%
1991	174,200	(12.8%)
1990	199,800	

Source: Key West Realtors Association

TABLE IV-2

PROFILE OF THE MOST EXPENSIVE HOUSING MARKETS IN THE U.S. 1996

City	Average Price	Rank
San Francisco	$265,800	1
Honolulu	257,600	2
San Diego	220,500	3
Key West	220,300	4
Los Angeles	211,500	5
New York	206,900	6
Washington, DC	201,200	7
Seattle	192,400	8
Denver	190,700	9
Chicago	184,200	10
Boston	183,800	11
Tampa Bay	115,000	61 (last - least expensive)
National Average	166,900	

Source: National Association of Realtors

Home prices in Key West are generally highest on the west end of the island, corresponding with the Old Historic District, and least expensive on the east side of the island.

The most expensive housing is generally found in the northwest sector of the island, corresponding with the area bound by Truman Avenue to the south, Key West Harbor to the north, White Street to the east and Whitehead Street to the west. Here home prices generally range between $200,000 and $300,000, and as high as $750,000 for waterfront property. South of Truman Avenue and east from Whitehead to George Street, home

prices generally range from $100,000 to $200,000, and as high as $250,000 in the Casa Marina area situated in the southern most portion of this sector.

In "New Town", which generally consists of the eastern half on the island, extending east from Eisenhower Drive on the west to South Roosevelt Boulevard on the east, home prices generally range between $100,000 and $150,000.

TABLE IV-3

OVERVIEW OF HOME PRICES BY NEIGHBOR AREA/SECTOR IN KEY WEST, 1997

Neighborhood Area (Sector)	Home Prices (General Parameters)
Old Historic District Northwest Sector	$200,000 - $300,000 $400,000 & up (waterfront)
Old Historic District Southwest Sector Casa Marina	 $100,000 - $200,000 $200,000 - $250,000
Bahama Village	$100,000 - $150,000
New Town	$100,000 - $150,000
Stock Island (Key West Golf Club)	 $100,000 - $350,000

Source: Local Real Estate Brokers and Sales Agents, County of Key West

Housing Affordability

The high cost of housing in Key West is supported by data from the Florida Price Level Index. While the data is for Monroe County, it is reasonable to assume that the findings of the Index apply equally to Key West. Accordingly:

- As measured by the State of Florida's Price Level Index, Monroe County is the most expensive housing market in the State.
- Monroe County is 10.10 points, approximately 8.9%, higher than Dade County.
- The average for the State is approximately 91.16. Monroe County is 33% higher than the average. This underscores the lack of affordable housing in the county.
- As shown on the table above, the difference between the state average and the five lowest counties is significantly greater than the difference from the five highest counties.
- Besides Monroe County, the five highest counties are all large urban areas.

TABLE IV-4

HIGHEST POPULATION WEIGHTED HOUSING INDICES
FLORIDA COUNTIES
1995

County	Housing Indices	% Above State Average
Monroe County	121.67	33.46%
Dade County	111.71	22.54%
Broward County	108.50	19.02%
Palm Beach County	105.84	16.10%
Pinellas County	105.08	15.26%

Source: 1996 Florida Price Level Index

TABLE IV-5

LOWEST POPULATION WEIGHTED HOUSING INDICES
FLORIDA COUNTIES
1995

County	Housing Indices	% Below State Average
Washington County	81.11	11.03%
Calhoun County	81.38	10.73%
Columbia County	81.64	10.45%
Hamilton County	81.90	10.16%
Liberty County	82.66	9.33%

Source: 1996 Florida Price Level Index

Issues associated with the lack of housing affordability in Key West are well documented. The City has appointed a Task Force to study the issue, and a subcommittee of residents to guide the Task Force. The local housing authority has documented the problem and countless editorials in local newspapers have brought the issue to the forefront of public debate.

The lack of affordable housing in Key West is a direct result of natural market forces. A finite amount of land available for new development; a conspicuous number of larger older homes turned into transient (hotel) units in response to a healthy lodging market; second home buyers and speculators competing with the local market for a limited supply of product; and local growth management regulations, while well intended for purposes of environmental protection and public safety measures associated with hurricane evacuation, adding yet another pressure point to escalating home prices.

The local economic base of Key West is dominated by the tourists industry most of the jobs associated with this directly or indirectly are in the services and retail sector. Based on

employment figures for Monroe County and extrapolated for Key West in 1995, roughly 60% of total nonagricultural employment in Key West is in services and retail trade. These two sectors are also among the lowest, if not the lowest, paying industries in the local economy.

Results from a wage and benefit survey conducted of hourly employed workers in Key West, conducted on behalf of the Key West Chamber of Commerce, show that the "typical" pay scale for retail and non-business service sector jobs in the city range between $5.00 and $8.00 an hour ($10,400 to $16,640 full-time annual equivalent) for entry level and low level skill positions, up to a range of $12.00 to $17.00 an hour ($25,000 to $35,000 full-time annual equivalent) for employees with longer tenure and/or higher skilled positions.

Findings from the wage and benefit survey are supported by household income distributions in Key West discussed in a previous section of the report. Accordingly, based on estimates of the distribution of households by income level, approximately 50% of the household in Key West have income at or below $35,000.

Government agencies at the state and federal level typically apply the 30% rate for determining affordable housing levels. For rental housing, 30% is applied against gross household income to determine how much rent is "affordable". For, "for sale" housing, studies conducted on affordability use a ratio ranging between 2.2 and 2.3 to estimate how much a household could pay for a home based on gross income levels. For example, a household with income of $30,000 could roughly afford a home priced between $65,000 and $70,000, the difference based on the amount of down payment, estimated at five (5%) to ten (10%) percent for household with incomes below $50,000 and ten (10%) to twenty (20%) for households with incomes at or above $50,000.

The Table below presents estimates of the distribution of household by income level along with affordable rent and home pricing for each income category in Key West in 1996.

TABLE IV-6

HOUSEHOLD INCOME DISTRIBUTIONS AND CORRESPONDING AFFORDABLE RENT AND HOME SALE PRICE LEVEL FOR CITY OF KEY WEST, 1996

Household Income Range	% Distribution	Affordable Rent Levels	Affordable Home Sale Price Levels
<$15,000	16.5%	<$375	<$33,000
$15,000-$24,999	18.2%	$375-$625	$33,000-$58,000
$25,000-$34,999	18.0%	$625-$875	$58,000-$80,000
$35,000-$49,999	19.1%	$875-$1,250	$80,000-$115,000
$50,000-$74,999	16.3%	$1,250-$1,875	$115,000-$188,000
$75,000-$99,999	5.9%	$1,875-$2,500	$188,000-$250,000
$100,000 and above	6.0%	$2,500 & up	$250,000 & up

Source: CACI Marketing Systems; Shimberg Affordable Housing Study for Key West; KPMG

Comparing the figures in the previous Table with market driven rental rates and home prices in Key West, it becomes quite apparent that obtaining affordable housing is a significant

hurdle for households with incomes at or below $25,000. Above $25,000, and up to $50,000, the availability or affordable rental housing is less problematic however, undoubtedly, still represent a significant obstacle.

Problems associated with the lack of affordable housing in Key West are well documented in the *Housing Element Plan "2000"*, prepared by the Housing Authority of the City of Key West in 1996. In the plan, the Housing Authority recommends several key initiatives for addressing affordable housing issues in Key West. The initiatives include:

- Establishment of the "Campus" housing concept, a multi-disciplinary approach that combines education, job training, counseling and support services to residents of public housing or eligible for public housing.
- Targeting the Poinciana Military Housing Complex (212 units - 600 bedrooms) as an opportunity to provide much needed affordable housing, including the Single Room Occupancy (SRO) rental housing concept.
- Acquisition of the Key Plaza apartments so as to prevent the loss of 72 affordable housing units, brought on by cutbacks in housing assistance programs sponsored by HUD.
- Creation of emergency shelter facilities for the disabled disaster victims and the homeless.
- Implementation of the First Time Home Ownership Program which provide low interest home loans and other finance assistance to eligible first time home buyers.
- Development of 65 to 80 rental housing units for income eligible senior citizens.
- Develop alternatives for replacing the potential loss of 299 Section 8 housing vouchers over the next five years.

Housing Supply (current and future prospects)

The delivery of new housing product in Key West largely results from the replacement of existing housing stock and/or build-out of the few remaining vacant parcels on the stand.

The Table on the following page reflects the growth of new housing stock on the island based on the number of building permits issued annually in Key West between 1992 and the first quarter 1997.

The figures in the Table show a steady increase in the number of building permits issued annually since 1992. There are several interrelated factors contributing to this increase including, increase in market demand, supply driven construction brought on by ROGO, and more financing has become available then was the case in the early 1990s.

TABLE IV-7

GROWTH OF HOUSING SUPPLY
(AS MEASURED BY BUILDING PERMITS ISSUED)
CITY OF KEY WEST 1992 TO 1ST QUARTER 1997

	Single Family	Multifamily	Total	As % of Monroe
1st Quarter 1997	125	0	125	N/A
1996	201	2	203	48%
1995	95	133	228	42%
1994	72	28	100	29%
1993	42	112	154	37%
1992	9	45	54	10%

N/A = Not Available
Source: City of Key West Building Dept.; University of Florida, BEBR

The age of the housing stock in Key West supports the conclusion that the City is practically built-out. According to figures from the US Census, approximately 36 percent of all housing units in Key West were built before 1949. Another 33 percent were built between 1950 and 1969. Approximately 14 percent have been built between 1980 and 1990 no more than 7 percent since 1991.

TABLE IV-8

AGE OF THE HOUSING STOCK
CITY OF KEY WEST

Housing Stock	Percent
Built 1991-1997	7%
Built 1985-1990	11%
Built 1980-1984	3%
Built 1970-1979	10%
Built 1960-1969	18%
Built 1939 or before	27%
1950-1959	15%
1940-1949	9%
Total	100%

Source: US Bureau of the Census; City of Key West Building Department; KPMG Peat Marwick

New Projects and Projects in the Pipeline

Key West Golf Club

The most significant new housing development in Key West at the present time is the Key West Golf Club. The development is located in Stock Island immediately east and north of Key West proper. Key West Golf Club is built around a public golf course which is sold as part of the amenity package to prospective buyers consisting of a mix of single family homes and attached villa's, the community is planned for 390 units at build-out.

Approximately 65% of the units have been built and sold. Prices in the community ranch between $170,000 to $250,000 for attached villas, and from $240,000 to $340,000 for a single-family home.

Other new planned projects currently on the drawing board include:

Eleven (11 +/-) acre site next to the Hampton Inn Hotel on North Roosevelt Boulevard. The site, formerly known as "the old Fairgrounds site" will include frontage along North Roosevelt as well as waterfront/views to the near of the property. Homes will be priced at or around $200,000.

Just east of the Fairground Site, a small 49 unit "affordable" housing project is planned on a 3.5 acre site currently improved with an abandoned miniature golf course. Homes will be priced starting at $100,000.

Further to the east along South Roosevelt Boulevard, plans have been announced for a 216 mid-rise condominium development. Units will be priced between $116,000 and $129,000. Reportedly, the developer is exploring options to provide a joint sponsored program with local employers to establish employee housing. Details of the program were not available as of the date of this report.

All three of the planned projects are pending development approval from the City of Key West.

Rental Housing Market

Based on data from the City of Key West Building Department and the Housing Authority of the City of Key West there are an estimated 2,773 rental housing units on the island. Of this total, approximately 66% are considered private sector "market" rental apartments (1,818 units) and roughly one-third or 33% (955 units) are considered "affordable" rental unit which come under the purview of the City of Key West Housing Authority.

It's interesting to note that the 2,773 units identified through records from the City or Housing Authority represents less than half of the number of rental occupied households estimated from the Census Bureau.

Accordingly, in 1990, census data for Key West indicated that there were approximately 10,400 occupied households in the City for that year. Of that total, approximately 50 percent, or 5,200 households were renter occupied. By 1996, this figure increased to a little less than 5,700 households.

The discrepancy between the combined number of rental units recorded by the City and the local housing Authority and the extent of renter occupied households estimated from the Census may be the result of two factors. Many of the rental units in the City include one or more unrelated individuals, thereby increasing the number of renter households reported in the Census. Additionally, it may be that an inordinate amount of units are rented and not registered as such with the City.

TABLE IV-9 PROFILE OF RENTAL HOUSING STOCK & RENTER OCCUPIED HOUSEHOLDS CITY OF KEY WEST	
Number of Rental Units	
Private	1,818
Public "Affordable" & Special Needs	955
Total	2,773
Renter Occupied Households	
West End of Island (West of Eisenhower)	3,700
East End of Island (East of Eisenhower)	2,000
Total	5,700
Source: City of Key West; Key West Housing Authority; US Bureau of the Census; Information Decision Systems	

Based on interviews with property managers and local leasing agents, the rental apartment market in Key West is extremely tight. The occupancy level typically hovers at or above 95% and higher among larger rental apartment complexes.

Despite these strong occupancy levels, the turnover rate is extremely high. Based on interviews we conducted with property managers for some of the largest rental complexes in town, the annual turnover rate for rental housing typically ranges between 60% and 70%. The turnover rate provides additional support to the transient nature of the local population.

Though data is not readily available, information on rental housing from the building department would seem to indicate that the rental market in Key West is dominated by single rooms, units or houses marketed as rental property, or otherwise smaller complexes of 10 units or less. Best estimates would put this figure at 60% of all rental units, with the remaining 40% comprised of larger complexes of 50 units or more.

Rental Rates

The Table on the following page depicts average rental rates for rental housing in Key West and compares rates for private sector rental housing against rates for affordable/assisted living rental units.

TABLE IV-10

COMPARISON OF RENTAL RATES AMONG RENTAL HOUSING STOCK KEY WEST, FLORIDA 1996/1997

	Rent Range	Average Rent
Key West Housing Authority Rental Rates (Composite)	$85-$586	$207
Rental Rates for "Affordable Units" Among Private Sector Projects	$319-$690	$503
Ocean Walk		
1/1	$640-$835	$740
2/1	$935	$935
2/2	$1,035	$1,035
3/2	$1,165	$1,165
Average	$900	$900
West Isle		
1/1	$830-$850	$840
2/2	$1,010-$1,030	$1,020
3/2	$1,190-$1,210	$1,200
Average	$1,000	$1,000
Single Family Homes/Single Units & Smaller Complexes		
1/1	$700-$900	$800
2/1 & 2/2	$1,000-$1,500	$1,250

Source: Individual property managers; Local Leasing Agents and Key West Housing Authority

The figures in the Table above reflect the distinct difference between market rate rent and "affordable/assisted" living rents. According to most local officials we spoke with, the market is in dire need of affordable rental units priced in the $400 to $600 range and corresponding with the second category present in the table "Rental Rates for Affordable Units Among Private Sector Projects".

Commercial Development/Market Analysis

Retail Market

Significant demand appears to exist for retail space. This is demonstrated by high lease rates and low availability, especially for prime locations. Rates vary significantly due to pedestrian and car traffic counts at the individual locations. Additionally, rates vary according to quality and size of physical property.

A number of sub-markets exist within the city of Key West. Listed below is a summary of the key sub-markets and approximate price ranges for retail space.

- Lower Duval Street $75-125 /sq. ft./year
- Middle Duval Street $45-75
- Upper Duval Street $18-35
- Key West Bight $12-30
- North Roosevelt Blvd. $16-24

Most commercial lease terms are triple net leases. As a result, tenants are responsible for property taxes, insurance, and common area fees in addition to rent charges.

Duval Street Retail

Key West has a number of distinct retail areas, or sub-markets. Upper, Middle, and Lower Duval Street comprise three of the sub-markets, and North Roosevelt Boulevard is a forth. Smaller pockets of retail also exist in a number of other areas. Petronia Street in Bahama Village is being re-developed to include some retail. The Key West Bight has been re-developed as a semi-themed mixed-use development comprised of retail, restaurant, a marina, and associated service components. Located at the other end of Green Street, Mallory Square has a substantial amount of retail space around it. This area, one block for Lower Ducal Street, is in many respects, part of the lower Duval Street sub-market.

Lower Duval Street, 0-300 blocks, has high pedestrian traffic counts. This is the result of a number of factors, including the proximity of Mallory Square, where a daily sunset celebration is held, the cruise ship docks, the location of the major hotels on the island, and the attraction of local landmarks such as Sloppy Joe's Bar. The commercial rents in the area are the highest on the island.

According to local brokers, turnover of retail space tends to be high in the Duval Street area, as landlords typically lease space for only a year or two. Short lease terms appear to be a result of lease rates increasing yearly at an accelerated rate. Tenants in the lower Duval St. area have traditionally been small space, high volume retail. As space becomes increasingly expensive, chain type operations are moving into the area, displacing the older independent operations that can no longer afford the increasing costs of rental space.

Duval Street, especially the lower blocks , has a limited amount of large, contiguous retail spaces. The larger spaces that exist have tended to be occupied by older more established bars and restaurants. However, demand for larger spaces exists for new business that wish to expand into the area. Planet Hollywood Restaurant recently leased a second floor space of 8,092 sq. ft. as there are no first floor spaces of this size available. Additionally, The Hard Rock Cafe was able to renovate an existing house, creating enough space for restaurant operations.

The Hilton Hotel, South of Mallory Square, developed retail space along with the resort. This space overlooks the boardwalk and marina on the west side of the building. There appears to be about 30 single storefronts, some of which have been combined for double locations. Of these, about 20 of the 30 spaces appear to be leased to a variety of tenants. These range from ice-cream stores to boutiques, and include a small pizza restaurant. Rents have been reported to be in the $45 per sq. ft. range, however, due to low occupancy, deals in the $ 20-30 range may be possible.
Further up Duval Street pedestrian traffic declines, and lease rates follow accordingly. Middle Duval Street, the area from the 300 block to the 700 block, has a range of lease rates from $45 to 75 per square foot. Upper Duval Street, from the 700 block to the 1000 block, has the lowest rates on Duval, with a range of $25 to 45. Along with the change in the rate structure, usage changes accordingly. Smaller retail stores are replaced by art galleries and shops, with newer "trendy" restaurants intermixed.

North Roosevelt Boulevard

North Roosevelt Boulevard is characterized by commercial real estate, comprised of a number of large shopping centers, independent stores, fast food restaurants, and franchised hotel/motel lodging facilities. While the area receives significant car traffic, it is removed from the tourist area of Duval Street, and is not conducive to pedestrian traffic.

There are four large shopping centers located on N. Roosevelt Blvd. Two of these are anchored by large grocery stores, Publix and Winn Dixie. The surrounding stores are typical of those found in strip malls.

According to local real estate brokers, Searstown and Key Plaza lease in the $17-19 range for spaces in the 1,500-2500 square foot size, with the rate dropping about $2 per square foot for spaces over 3000 sq. ft. Additional occupancy expenses range from $1.50 to $1.75 per sq. ft. Overseas Market leases space for about $24 per square foot, with additional charges of about $6 per square foot.

Also located in this area are a few bank buildings. These are low rise suburban type commercial development, with bank services located on the first floor, and offices on the second. Office space on the second floor is often leased for non-bank use.

Key West Bight

There is about 130,00 square feet of leased space associated with the Key West Bight, creating another sub-market. The anchor tenants are the Half Shell Raw Bar and Turtle Kraals restaurant, both of which are well established Key West businesses. There are also a number of smaller shops selling maritime and nautical souvenirs, and a grocery store. Additionally some of the space is leased for "heritage" uses, including boat building and sail-making.

Another large tenant, leasing approximately 20,000 sq. ft. will most likely be a combination conch farm and restaurant. While the building is too small to develop a full conch production facility, there are plans for a limited show facility to be developed. While a lease has reportedly been signed, environmental approvals are still bending regarding the conch farming.

A Conch Train Museum is also scheduled to be constructed on a small parcel of land towards the north side of the existing facilitate.

Overall the Key West Bight could be described as a festival/market type of development.

Office/Industrial Space Development

In general, demand for office space appears to be limited to small professional buildings, typically storefronts along secondary commercial corridors. Otherwise, office demand nodes exist in the North Roosevelt Blvd. sub-market. Two of the major tenants here are state and national banks, whose buildings are more reflective of multi-tenant, low rise, suburban development.

Additionally, no corporate re-location or subsidy programs exist to encourage future corporate growth.

The industrial/distribution facility market for Key West is limited due to the natural constraint of limited land, strict zoning and building codes, and limited demand. The demand for space appears to be primarily for smaller facilities (i.e. less than 5,000 sq. ft.) In addition, much of the existing space is owner occupied.

Hotel/Motel/Resort Development (Transient Lodging)

Significant demand appears to exist for transient lodging facilities. This is demonstrated by high rates and occupancies. Below is a comparison of annual occupancy and average daily rates (ADR) for hotels in selected destinations:

TABLE IV-11

COMPARISON OF ANNUAL OCCUPANCY AND ADR

Location	Occupancy	ADR
Key West	71.3%	$120.10
Orlando Area	81.9%	$72.94
Dade County	71.8%	$88.75
United States	70.0%	$71.66

Source: Smith Travel Research, 1997

Smith Travel Research reports that 1996 occupancy for Key West Hotel/motel units was 71.3% with an average daily rate of $120.10. While occupancy rates are in line with averages from other areas, the average daily rate is significantly higher.

Key West is a highly developed hotel market. Transient lodging facilities on the island range from trailer parks and guest houses to luxury resorts. According to the City of Key West there are 54 hotel/motel/timeshare properties with a total of 3,821 units, and 79 guest houses with 737 units on the island.

Traditionally the "season" in Key West is from Christmas to Easter. However, the addition of many off season events such as Fantasy Fest and the Offshore Power Boat Races has helped to smooth out seasonality and improve yearly occupancy rates. Hotel rooms for peak occupancy periods must be reserved months ahead of time.

Many of the local businessmen interviewed stated that they feel that there is a need for more hotel rooms on the island. However, due to the lack of affordable housing, it is impossible to get service workers to staff the positions that already exist. Local tourism authorities and hospitality managers state that many of the major hotels are 20-30% short of necessary staffing levels.

Sunset Island, West of Mallory Square, was proposed for a hotel development. Eventually, a high-end housing development was started. According to local Realtors, the Hilton hotel is managing a number of the unsold townhouse units and using them as hotel units.

The high demand levels for transient units has apparently created an underground market for non-licensed/registered rental units. These "ghost units" are either privately owned, or unlicensed operated in conjunction with guest houses, and used during peak occupancy periods. Additionally, guest houses are not required to have licenses for up to two apartments, the managers and owners units. It has been reported that these units are often used for transient rental as well.

Key West Timeshare Market

Based on a cursory overview of the Key West time share market, there appears to be demand for this product type. The Key West timeshare market consists of 5 main projects on the island, which include Hyatt Sunset Harbor, Hyatt Beach House Resort, Coconut Beach Resort, Galleon Resort, and Banyan House. However, Hyatt Sunset Harbor and Hyatt Beach Resort are the only two active timeshare developments that offer new product, as the three other developments have been sold out and offer only re-sale intervals.

The Key West visitor market appears to exhibit characteristics that show adequate potential support for development of a timeshare property. Two primary factors that support this include the large number of visitors to Key West annually, and the demographic profile of these visitors which appear to correspond to the profile of U.S. time share owners.

Marine Use Development

Cruise Port

Significant demand appears to exist for cruise ship related services.

Key West is still developing and growing as a cruise ship destination. From 1969 to 1984 the port averaged only 18 cruise ship visits per year. In contrast, the 1994/5 season resulted in 368 cruise ship visits. More importantly, the number of cruise ship passengers visiting Key West has drastically increased as a result of the increased frequency of visitation, and visitation by larger ships. The following chart illustrates the increase in cruise ship passenger visitation in the last 10 years:

TABLE IV-12

ANNUAL CRUISE SHIP PASSENGERS VISITING KEY WEST

Year	Passengers
1988	67,813
1989	100,992
1990	127,310
1991	114,797
1992	139,685
1993	380,000
1994	450,000
1995	398,370
1996	393,345
1997	413,000 est.
2000	700,000 est.

Source: The City of Key West Department of Transportation

As a result of this visitation, anticipated total revenues for 1997/98 is in excess of $3.3 million. After expenses, more than $1.5 million will go into the general fund of the City of Key West. Additionally, in 1997 the Key West Department of Transportation expects that the 413,000 cruise ship passengers visiting Key West will each spend an average of $53, for total direct expenditure of almost $22 million. By the year 200 it is anticipated that Key West will host 700,000 cruise ship passengers a year.

Presently, the docking facility at Truman Annex, the "Outer Mole" is being leased from the Navy for use as a cruise ship docking facility. A fee of $4,500 is charged every time a cruise ship docks at the facility. The use of the outer mole has enabled the city to drastically increase the number of yearly cruise ship visits, and increase the size of the vessels that can be accommodated. This dock is currently able to safely handle an "Ecstasy" class ship with over 2040 passengers; none of the other cruise ships docks in Key West can accommodate a vessel of this size. According to the Port Authority, minor renovations would enable the facility to accommodate a "Destiny" class ship with over 3000 passengers, currently the largest cruise ship in the world. The capacity of the "Outer Mole" alone will help attract cruise ships, as currently there appears to be a lack of facilities in the Caribbean capable of handling modern mega-ships and the large numbers of passengers and crew associated with them. Additionally, this demand may be supplemented by both a number of new larger cruise ships entering service in the Caribbean, and the possibility of Cuba opening to tourism from the United States.

In addition to the "Outer Mole" facility, the City of Key West has cruise ship dockage available at both Mallory Pier and the Hilton pier (Pier B.) Neither has the capacity in terms of size of ship and square footage of pier as the Naval facility. Since the Mallory Pier is owned by the city, all of the revenues generated go to the general fund. However, since the Hilton pier is privately owned, only 25 percent of the disembarkation fees go to the city. As a result of this, every effort is made by the Port Authority to maximize the use of the Mallory pier.

Both the Mallory pier and the Hilton pier have the advantage of enabling passengers to walk directly from the ship to lower Duval Street. Since the Navy does not permit passengers to walk from the Outer Mole dock to exit the Navy property, arrangements have been made to transport all cruise ship passengers on "Conch Trains." At this time there are plans to continue the Harbor Walk project from the Duval Street area to the Truman Annex and out to the outer Mole. This would serve to provide access to the area for tourists from the Duval Street area, and allow cruise ship passengers excellent access to other areas of Key West.

Considerable planning has been done in regards to adapting the "Outer Mole" for use as a permanent cruise port. Internal demand projections have been created by the Key West Department of Transportation, and the physical plant of the facility has been examined by Gee & Jenson Port Consultants for the changes and modifications necessary to adapt the port for ongoing cruise ship usage. It has been reported from the Key West Department of Transportation, that any necessary repairs and modifications to upgrade the area for use as a permanent cruise port can be accomplished with revenues generated by cruise ship disembarkation fees. Additionally, the Key West Department of Transportation has been approached by cruises lines willing to assist in financing renovations to the facilities in exchange for preferred docking privileges. Another source of funding may be a grant of about $400,000 that currently exists from the port of Tampa for a ferry dock in the city of Key West. It may be possible to incorporate this into the development of the cruise port facility

While there appears to be potential for use of the Navy property as a cruise ship port, the area currently lacks many features and amenities that exist at other cruise ship facilities in the region. Basic services that are offered to the passengers at other destinations include, public rest-rooms and access to public telephones and mail service and a visitor information center, with information on local attractions and activities. The piers at other destinations are often equipped with awnings or structures of some type to allow passengers cover from any weather, as well as to provide a seating area.

Transportation hubs are also located at most ports. This allows for busses and taxies to efficiently and safely pick up and discharge passengers at the port. In many cases, a retail facility is located in close proximity to the cruise ship dock. This creates additional revenues for the port authority through the leasing of commercial space.

Marina Facilities

There also appears to be a high level of demand for public access, recreational marina facilities. At present the city owned, live-a-board docking facility is full and has a wait list of 150 vessels. The list is not maintained after this number. Monthly slip rental facilities are near capacity, with many marinas full and only accepting transient vessels. Transient slips are available but relatively expensive when compared to other areas in Florida. The only covered dry storage facility (Hi/Dry) in the city is at capacity, and open dry storage near capacity. Listed below are rates from some of the marina facilities serving Key West.

TABLE IV-13

KEY WEST MARINA RATES, JUNE, 1997

Marina	Slips	Daily Rate*	Monthly Rate*	Notes
Conch Harbor	26	$1.75	$0.95/day	Includes utilities, bathrooms, TV,
Key West Bight	140	$1.50	$15.00	Utilities not included
Garrison Bight	80		$5.00	Covered Hi/Dry storage, 20'min 27'max
	220		$5.50	Open Hi/Dry storage
Hilton	37	$2.00	$36.75	Includes utilities, guests have full Hilton privileges, 25'min.
Galleon	91	$2.35	$45.00	Includes utilities, under 22' $1.85/day, monthly add $30 for water
City of Key West	250		$8.43	Live-a-board, utilities not included
			$5.02	Dolphin & Sailfish docks, utilities not included
			$7.61	Wahoo & Kingfish docks, utilities not included

* Rates per foot of boat length
Source: KPMG Peat Marwick, LLP

The development of marina facilities could be very compatible with the use of the pier for cruise ships. Additionally, demand for marina facilities will most likely increase if and when the island of Cuba opens to visitors from the US.

One of the more compelling reasons for this type of development is that it fits not only with the current usage of the property, but with the general character of Key West. For cruise ship passengers arriving at a port, one of the most important elements of the visit is the initial "sense of entry" to the destination. This first impression can set the tone for the stay in terms of quality of the destination. Additionally, if the development is done in character, it will have a good sense of place. When tourists picture Key West, this development will come to mind. The development at the Key West Bight has done a fairly good job of this. However, the port will have the chance to make a first impression for almost half a million visitors a year.

Bahama Village

The one exception to the east/west dynamic, relative to housing price trends in the local market, is Bahama Village. Situated in the southwestern most sector of the island, Bahama Village is a 22 block neighborhood area recently designated as a "Redevelopment Area" by the City of Key West. This designation comes by way of two recent studies conducted for the city (*Bahama Village Redevelopment Area*, July 1995[1] and *Caroline Street Corridor Community Redevelopment Plan*, November 1996) which found that:

44% of the buildings in Bahama Village are experiencing deterioration's in various degrees[2]

Eight (8) blocks within the neighborhood area include the presence of "unsanitary conditions", and

Site deterioration and/or deficiencies existed among three (3) blocks in the neighborhood.

Despite the general presence of neighborhood deterioration, Bahama Village, similar to all neighborhood areas in Key West, has been impacted by market forces, resulting in increasing land prices and consequently housing prices.

According to local brokers and sales agents, home prices in Bahama Village generally range between $100,000 and $150,000. This is much lower than prices found in the heart of the Old Historic District, which is directly northeast and adjacent to Bahama Village. Nonetheless, the prices may be higher than would otherwise be the case if housing supply and demand on the island were more in balance.

For the most part, homes purchased in Bahama Village are razed and a new structure built. If an existing home is not razed, the new owners take on a major renovation project. Thus, home sales in Bahama Village reflect the value of the lot and not necessarily the home.

Another sign that the redevelopment program in Bahama Village is beginning to take shape is the re-emergence of the Petronia Street corridor. The once vibrant retail and open market strip is beginning to attract small local retail shops and artist workshops/storefronts.

As a result of these trends, Bahama Village is in a period transition, which while contributing to the upgrading of the neighborhood, is also displacing the indigenous population. This dynamic underscores the true spirit and overall objectives of the Redevelopment Plan for the neighborhood

> ..."to find ways to improve the neighborhood and upgrade housing without contributing to social or economic forces that displace local residents (SIC)

Potential Restrictions on Future Development

Given that the market could support the various land uses discussed above, the overriding consideration to realizing the potential gains of these land uses is the existing or impending growth management, and related regulations, and the inherent physical limitations.

Over the years, extensive land development and the accompanying growth in the permanent, seasonal and tourist population, has greatly impacted the environmental resources of the Florida Keys. As a result, development in the area is curtailed by both physical constraints and some of the most stringent building and environmental regulations in the country.

The following provides a brief summary of some of the potential constraints and restrictions on future development:

- Federal regulations - The entire Florida Keys area has been designated a National Marine Sanctuary which limits current and future land and marine uses.

- State initiatives to limit development in the Keys - Florida's governor, Lawton Chiles, and his cabinet recently approved a growth-management plan for the Keys which imposes greater restrictions on development. Specifically, the plan requires Monroe County to prioritize a land-acquisition program to buy environmentally sensitive land, conduct a study of the area's ability to handle development and develop plans for handling stormwater drainage and waste water overflow. Failure to comply with the plan could result in the State reducing the already limited number of residential building permits that can be issued in the County, each year, by at least 20%.

- Local ordinances limiting the issuance of building permits in Key West - The Building Permit Allocation and Vested Rights Ordinance, otherwise known as the "Rate of Growth Ordinance" (ROGO), limits the number of new permits issued for permanent and transient development to 1,093 units or 91 per year from 1990 through 2000.

  Proposed legislation linking commercial development to housing - The proposed Housing Linkage and Single Room Occupancy Ordinance, designed to meet the affordable housing needs of the community, require developers of new non-residential development to build affordable and market rate housing units to offset the affordable housing need generated by their proposed development.

- Limited availability of developable land - For all intents and purposes the island is "built-out." Of the small number of available vacant sites, the most significant, other than the Truman Annex Site, are found on the east side of the Island, and already have plans pending for development. Otherwise, existing buildings are refurbished or razed and the sites developed with new structures, with a higher density if allowable.

- Existing infrastructure is at or near capacity - The current transportation system on the Island is inadequate, as evidenced by the high degree of traffic congestion and lack of available parking. In addition, the Stormwater drainage system is not capable of meeting the current needs of the city.

V. STRATEGIC ECONOMIC DEVELOPMENT ANALYSIS

Potential For Economic Diversification

The purpose of this section was to analyze the strategic economic development/diversification potential of the existing NAS Properties considering specific industries which offer the greatest use/re-use potential. Our analysis considers the socioeconomic conditions of the communities surrounding the NAS facilities as well as the City of Key West, an evaluation of growth industries, and the social needs of various sectors of the community. In addition we have considered case studies of other successful military base reuse programs.

Opportunities for Economic Diversification

The Department of Defense has closed or substantially scaled back military installations in hundreds of communities. Many of the base closures involved large facilities which threatened the immediate loss of thousands of military and civilian jobs sending waves anxiety throughout the community.

Many communities, however, have found ways to capitalize on the conversion of military bases to civilian use. Even small communities which were heavily dependent on the military, successfully converted the bases to economically viable uses. In most cases, successful transitions included conversion of sites to private, industrial use, general aviation and other types of development, capitalizing on the socioeconomic characteristics of the community, the existing infrastructure and physical components of the base.

As discussed in earlier sections of this report, the Key West economy is heavily tourism based, with approximately 60% of its employment in services and retail trade. The pending conversion of the NAS properties to civilian use offers the city of Key West an opportunity to explore ways to diversify its economy.

Case Studies

A number of case studies involving military base re-use were examined to identify similarities with the proposed re-use of the facilities in Key West. Since 1988 the Base Realignment and Closure Commission has closed or realigned nearly 100 major military bases (as well as numerous other minor installations) in four rounds: 1988; 1991; 1993; and, 1995. This has created the opportunity, or in some cases the necessity, for communities to re-develop existing facilities to serve new purposes. In some cases, the closure has created economic hardship for the community, spurring leaders to maximize economic growth with the available resources. However, in other cases without economic hardship, the closure enabled the community to modify the facilities to improve the quality of life in the area. Additionally, many communities have been able to balance both the demand for economic improvement and quality of life needs.

The brief descriptions of base re-use listed below are presented to illustrate critical components of the individual situations. Each case is unique and has many factors and circumstances that are not presented in the summaries.

1. Treasure Island Naval Station, San Francisco, CA

523 Acres, waterfront

Significant seismic and geo-technical hazards limit development possibilities. Due to the high expense necessary to overcome this, a large portion of the land is slated for golf course development. In addition, resort facilities, conference center and hotel, educational theme park, outdoor amphitheater and use of the existing housing are planed.

Access to the island by motor vehicle is limited due to traffic constraints, and future development will require the use of water transport for people using facilities developed on the island.

2. Fort Sheridan, Highland Park, IL

110 Acres, adjoining Highland Park and Highwood

The land involved in the reuse is adjacent to extremely upscale neighborhoods (Highland Park Median income is $160,000) within commuting distance of Chicago. The Army will sell the land to the LRA which will in turn sell the land to a private developer for a housing development.

3. Navy Broadway Complex, San Diego, CA

16 acres, waterfront

The land is located in downtown San Diego. The development plan includes a major waterfront open space and a new Navy office building. The overall development program provides for 1.6 million square feet of office, 1,500 hotel rooms and a major maritime museum.

4. Charlestown Navy Yard, Charlestown, MA

106 acres, waterfront

Conversion began in the 1970's and opened up the waterfront to public access, created a 16-acre park, and preserved historic ships and warehouse structures. The mixed-use project includes 1,200 housing units, a hotel, more than 2 million square feet of commercial, office, research, and cultural uses, and a marina.

The Boston Redevelopment Authority (BRA) broke the land up into 3 parcels: the Historic District, which was to be restored and maintained as a historic district; the Recreational Parcel, which was transferred at no cost in return for its use for public recreation; and the New Development Parcel, which was sold to the BRA for private development.

5. Presidio Army Base, San Francisco, CA

1,480 acres, waterfront

Land transferred to the National Park Service. It has buildings with approximately 4.5 million square feet of space. It has 26 miles of road, a golf course, more than 800 buildings of which half are historic, and many natural resources.

The Presidio will become a key part of the Golden Gate National Recreation area. There is a need to find tenants so that the rental income can be used to pay for park operations because there are insufficient funds for the Park Service to do it. The Park Service is seeking tenants whose uses will be appropriate to the historic park.

6. Mare Island Naval Shipyard, Vallejo, CA

5,460 acres, waterfront

The city of Vallejo is negotiating a master lease agreement with the navy and has commenced an interim leasing program. The city is creating a nonprofit development corporation to manage the property.

Potential tenants include the U.S. Forest Service and a consortium of 12 colleges and universities.

7. Hunters Point Naval Shipyard, San Francisco, CA

520 acres (waterfront), 10.5 million sq. ft. of commercial space and 2400 residential units.

Existing tenants include film production companies, artists, light industrial users, storage and warehousing, etc. There are plans to market a 50-acre parcel for multifamily residential and institutional users.

8. Philadelphia Naval Base and Shipyard

1,100 acres, waterfront

This closure was the largest in the nation recommended by BRAC '91, and caused the loss of 11,188 direct jobs and 8,498 indirect jobs. The complex was the largest manufacturing site in the city of Philadelphia, and contained over 2 million square feet of space in 165 buildings in the shipyard alone.

Summary

One of the most noticeable aspects of the cases discussed above, is the difference between these projects and the proposed redevelopment at Key West. The vast majority of the base closures involved large tracts of flat, developable — and in some cases waterfront — land, often more than 1000 acres. Also, many of the facilities were highly industrialized sites, close to mass transit, rail and highways with existing infrastructure, in or near a metropolitan area. With little potential for alternative uses, communities often created incentives for private organizations to relocate to these areas in order to add economic growth and help reduce unemployment caused by the base closing.

However, a number of common elements appear throughout the cases mentioned above. For the majority of the projects, a considerable amount of land, in or near a large urban center, was

involved. Many of the properties had a substantial number of existing structures that could be readily converted to non-military commercial use. A number of the uses that were planed took advantage of existing infrastructure and buildings, minimizing the amount of new development necessary to make the redevelopment feasible.

Mixed-use applications were another common element linking many of the cases. While existing commercial facilities were often rejuvenated for civilian purposes, other facilities were used for both recreational and tourism development. In situations where existing recreational facilities existed, the re-use plans focused on these as centerpieces for creating tourism facilities. Hotels and restaurants were added to existing golf courses to create new tourist destinations. Existing military housing was used "as is", or renovated to modern standards. In a variety of situations, open land was used for public parks, creating a situation where the site, or part of it, was conveyed free of charge.

Analysis

Based on our research, it appears that many of the of successful base conversions have incorporated some form of industrial use. This is due in large part to the geographic location, socioeconomic composition of the surrounding community, and available facilities of these other military installations. Therefore, even though Key West does not presently have a significant industrial base, we have considered the viability of industrial uses as well as other industries. Specifically, our analysis considers the viability of the following major industry groups as defined by the Department of Labor:

- Agriculture (including Fishing)
- Construction
- Manufacturing
- Transportation, Communication & Utilities
- Wholesale Trade
- Retail
- FIRE (Finance, Insurance and Real Estate)
- Services
- Government Services

Each of the above industries requires strategic factors that are necessary for a location to be considered viable in connection with either start up, expansion or relocation decisions. While there a number of factors to be considered, for purposes of this analysis we have classified these strategic factors into seven groups: Land, buildings or other natural resources; labor supply; education and research facilities; existing infrastructure; business incentives; and, logistics. Following is an expanded definition of the seven factors:

- Land, buildings or other natural resources
  - Quality and number of available sites
  - Available buildings
  - Natural resources

- Labor supply
  - Skilled, Unskilled, Technical, Professional
  - Short-term and Long-term availability

  - Characteristics of labor
  - Seasonal variations
  - Major employers in the area
  - Training facilities and programs
  - Commuting patterns

- Educational or Research Facilities
  - Proximity to major research university

- Infrastructure
  - Transportation
    - Port facilities
    - Commercial air service
    - Air freight service
    - Small package service
    - Commercial truck service
    - Rail service

  - Utilities
    - Sewage Capacity
    - Water Capacity and Quality
    - Electric power reliability and capacity
    - Natural gas reliability and capacity

- Business incentives
  - Subsidized land prices
  - Building rent subsidies
  - Rent free use of temporary structures
  - Construction of access roads
  - Tax moratoriums
  - Low cost financing
  - start-up training subsidies
  - Enterprise Zone
  - Utility cost reduction
  - Direct loans
  - Grants

- Logistics -
  - Quality of Life factors (cost of living, education resources, recreational amenities)
  - Local business climate
  - Proximity to major roadway systems
  - Proximity to other areas of critical mass
  - Support services and supplies
    - CPAs, attorneys
    - Raw material sources
    - Industrial supply resources

Table V-1 summarizes, in a matrix format, the importance of the quality and availability of the following seven factors for each industry group. For example, manufacturing will generally require all seven factors, while government services may only require three of the seven.

TABLE V-1

POTENTIAL FOR ECONOMIC DIVERSIFICATION ANALYSIS BY MAJOR INDUSTRY CATEGORY

Industry	Land/Nat' Resources	Skilled Labor	Unskilled Labor	University/ Research Ctr	Transport/ Infrastruc-ture	Business Incentives	Logistics
Agriculture/Fishing	✓				✓		✓
Construction	✓	✓	✓		✓		✓
Manufacturing	✓	✓	✓	✓	✓	✓	✓
Transportation, Communication & Util.	✓	✓	✓		✓		
Wholesale Trade	✓		✓		✓		✓
Retail			✓		✓		
FIRE		✓	✓		✓		
Services (See Attached Sch)							
Government	✓	✓	✓				

Since the Service industry plays such an important role in the Key West economy, we have broken out this category into eight separate categories (see Table V-2) as follows:

- Hospitality
- Personal Services
- Business Services
- Professional Services
- Auto & Home Repair
- Entertainment
- Health Services
- Educational & Social Services

TABLE V-2

POTENTIAL FOR ECONOMIC DIVERSIFICATION ANALYSIS BY MAJOR SERVICES INDUSTRY

Industry	Land/Nat' Resources	Skilled Labor	Unskilled Labor	University/ Research Ctr	Transport/ Infrastructure	Business Incentives	Logistics
Hospitality	✓	✓	✓		✓		✓
Personal Services			✓				
Business Services		✓	✓		✓		
Professional Services		✓	✓	✓			
Auto & Home Repair		✓	✓				
Entertainment	✓		✓				✓
Health Services	✓	✓	✓	✓			
Education&Social Services	✓	✓	✓				

As the above two tables show, Key West lacks some of the crucial elements for diversifying its economy in the areas of Construction; Manufacturing; Transportation, Communication and Utilities, Wholesale Trade and FIRE (Finance, Insurance and Real Estate). And while other communities may have successfully attracted new industry, including the fast-growing sector of advanced technology --i.e., software development, electronics and biotechnology, Key West is missing many of the key elements to attract these industries including developable land, a major research university (which typically serves as a catalyst for economic growth in this and other industry groups) and the critical mass of business or industrial activity as a base from which to build.

It appears from our analysis, and as summarized in Table V-1, that, in general, Key West offers the following strategic factors:

- Land
- Skilled labor
- Unskilled labor
- Logistics

Not surprisingly, these strategic factors lend themselves well to the existing socioeconomic profile in Key West: i.e., tourism, retail and hospitality trade. Based on the available strategic factors, the socioeconomic base and physical/environmental constraints present, it appears four industries are best suited to Key West: Retail, Service, Government, and to a lesser degree, Agriculture (i.e., marine fishing industry).

In analyzing the opportunities for economic diversification, the City of Key West may want to consider building upon the strengths of the area, which include:

- Natural beauty and environmental amenities
- Strong tourist destination
- Rich history and culture and attractive geographic location
- Strong hotel market
- Desirable cruise ship destination

Based on the socioeconomic profile, community needs and natural resources of Key West, combined with the physical features of the property and the areas development restrictions, some of the possible uses for the NAS facilities:

Economic/Industry Development Opportunities

- Boat building
- Boat engine repair
- Sail making and repair
- Commercial fishing
- Conch farming
- Shell Factory
- Charter Fishing
- Business Incubator programs
- Other Maritime Industrial uses
- Tropical Fish Farm

Truman annex

Real Estate Development Opportunities/Market Potential

- Hotel(s)
- Time share
- Entertainment/Retail
- Restaurants
- Eating and drinking establishments
- Marina(s)
- Convention Center
- Professional office space
- Dry dock marina/Dry goods storage
- Nautical-theme waterfront development
- Port upgrades and/or expansion
- Marina/Port office facilities
- Market Priced Condominiums
- Marina Condominiums
- Aquarium
- Connection of the Harbor Promenade from Mallory Square to the Outer Mole
- Outdoor Amphitheater
- Accommodations for additional parking

Truman Annex

Social/Educational Opportunities

- Trade/vocational schools
- Marine Science Museum and Research Facility
- Bahama Village History Museum
- Recreational open areas and promenade
- Artist Colony

Poinciana

Real Estate Development Opportunities/Market Potential

- Market rate rental apartments
- Market price condominiums
- Affordable housing - rental apartments
- Affordable/low income qualifying "for sale" to first time home buyer housing
- Public School
- Senior Citizen Housing
- Life care facility

Poinciana

Social/Educational Opportunities

- Homeless shelter
- Indigent care facility
- Educational/Vocational Training Center
- Artist Colony
- Other

APPENDICES

Limiting Conditions

The findings and recommendations of our research reflect analyses of primary and secondary sources of information. Estimates and analyses presented in our report will be based on economic trends and market assumptions which are subject to variation. We will use sources that we deem reliable, but we will not guarantee their accuracy. Our recommendations will be made from information provided by the market analysis, our internal data bases and from information provided through interviews with local government officials and citizens.

There will usually be differences between estimated and actual results, because events and circumstances frequently do not occur as expected, and those differences may be material.

We will have no responsibility to update our report for events and circumstances occurring after the date of our report.

Our services do not constitute an audit, review or examination of the project's financial statements as defined by the American Institute of Certified Public Accountants, and accordingly, we will not express an opinion or any other form of assurance on them in connection with this engagement.

Organizations Interviewed

Key West Chamber of Commerce

Key West Planning Department

Key West Building Department

Key West Port Authority

Key West Local Redevelopment Authority

Key West City Clerk's Office

Tourism Development Council of Key West

Key West Bight Officials

The Lower Florida Keys Health Systems representatives

Key West Business Licensing Development

Housing Authority

US Navy

Monroe County Administrator's Office

Monroe County Planning

Monroe County Property Appraiser's office

City Electric of Key West

Key West Realtors Association

Market Share Company

Prudential Knight Realty

Coldwell Banker

Greg O'Beary Realty

M&R Realty

Truman Annex Real Estate Co.

Key West Golf Club

Ocean Walk Apartment

West Isles Apartments

Various other local individuals, businesses and organizations relevant to the project

Bibliography of Data Sources and Information

Bahama Village Redevelopment Plan

CACI Demographic Data for Key West

Caroline Street Corridor Redevelopment Plan

City of Key West Comprehensive Plan

Cruise Port Feasibility Report for the City of Key West

Economic Contribution of Visitors to the Florida Keys/Key West

Equifax Demographic Data for Key West

Fiscal Impact of Growth Management Key West

Florida Department of Labor and Employment Security

Florida Long-Term Economic Forecast

Florida Statistical Abstract

Housing Plan 2000 for Monroe County

Importance and Satisfaction Ratings by Recreating Visitors to the Florida Keys/Key West

Key West Base Reuse Plan Data Collection & Resource

Key West Base Reuse Plan: Public Participation

Monroe County Comprehensive Annual Financial Report

Monroe County Comprehensive Plan

Plan 2000: The Housing Element of Project Independence

Shimberg Affordable Housing Data

Smith Travel Lodging Industry Report

Summary Analysis of Local Economic Trends

University of Florida Bureau of Economic and Business Research

US Bureau of the Census

Visitor Profiles: Florida Keys/Key West