

**AGENDA
CITY OF KEY WEST
TRUMAN WATERFRONT ADVISORY BOARD**

OLD CITY HALL, 510 GREENE STREET

FRIDAY, JANUARY 8 – 12:00 P.M.

- 1. CALL MEETING TO ORDER**
- 2. ROLL CALL**
- 3. PLEDGE OF ALLEGIANCE TO THE FLAG**
- 4. APPROVAL OF AGENDA**
- 5. REPORTS:**
 - a. Ingham, Doug Bradshaw
 - b. Update on Truman Waterfront Marina, Margaret Domanski
 - c. Update on Assisted Care Living Facility, Albert Sullivan
 - d. Update on the BCCLT, Jerry Curtis
 - e. Update on Infrastructure/Utilities, Owen Trepanier
- 6. ITEMS FOR ACTION**
 - a. Mission Statement
- 7. ITEMS FOR DISCUSSION**
 - a. Boat Ramp
 - b. Petronia Street
 - c. Truman waterfront-Past and Future
- 8. BOARD COMMENTS**
- 9. PUBLIC COMMENT**
- 10. NEXT MEETING: February 5, 2010**
- 11. ADJOURNMENT**

EDC APPLICATION

ECONOMIC DEVELOPMENT CONVEYANCE
APPLICATION

Truman Waterfront/Trumbo Road
NAS Key West, FL

OCTOBER 7, 2002

Naval Properties Local Redevelopment Authority
City of Key West

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1. Executive Summary

This section includes a brief overview of the background factors leading up to this request, along with summary data on the financial and economic impacts of the conveyance. Additional detailed information, as required under the BRAC regulations, is included in the following sections.

The choice of conveyance mechanism reflects the goals and objectives described in the 1997 Key West Base Reuse Plan and subsequent planning documents, which include:

- enhancing the economic health and long-term viability of the City's tourism-dependent business base;
- developing and protecting a vibrant multi-use port facility;
- creating and retaining high-quality employment opportunities for Key West citizens, and in particular for residents of Bahama Village, the City's historic African-American neighborhood located adjacent to the site;
- preserving and enhancing the economic foundation of Bahama Village;
- providing needed affordable commercial sites for resident entrepreneurs and existing businesses in order to allow them to compete for a share of Key West's increasingly competitive retail/service trade; and
- expanding economic opportunities and training for Key West's homeless and needy residents to help break the cycle of poverty.

This transfer also reflects the continued uncertainty regarding the Navy's disposition of the property, which had prevented previous conveyance attempts and redevelopment efforts from being completed. The EDC is the only immediately-available transfer mechanism that can assure rapid revitalization of the Truman Waterfront area while concurrently permitting the Navy to move forward with its potentially critical mission to retain and improve the Mole Pier and other retained assets.

This EDC application is the culmination of a long series of attempts to fully integrate the Navy's excess properties in Key West that were identified in the 1995 BRAC process, into the unique social and economic fabric of the City. It is submitted in response to renewed discussions between the Navy and the City relative to the transfer of approximately 32 acres of property including the East Quay and the deferred transfer of the Outer Mole Pier, the South Quay and

approximately 16.1 acres of shore-side support land and facilities. All of the City's planning efforts over the past 7 years, including the amendment to the City's Comprehensive Plan and Land Development Regulations (LDR's) through the Chapter 288 process, were based on the original supposition that all of the BRAC property would be available for redevelopment. The City has reevaluated the economic potential of the property identified for transfer in light of a substantial reduction in revenue from port-related activities on and around the Mole Pier.

The Outer Mole Pier, originally included in the Navy's excess property inventory, is tentatively scheduled to be retained by the government while it analyzes various operational alternatives. The Navy intends to allow the City of Key West to continue using the Outer Mole Pier for use by transient cruise ships (as has been occurring over the past few years). The City has collected both a per-passenger disembarkation fee and a per-ship usage fee from the cruise ship lines, which have gone to the City's general fund. In turn, the City has paid a per-ship fee to the Navy for use of the pier.

This application is being submitted based on recent discussions between the Navy and the City regarding limitations on certain uses resulting from stipulated security setbacks and operational requirements. These limitations may impact the potential revenues and/or costs that are forecast in the City's plans. A Memorandum of Understanding has been developed that records the intentions and understandings between the Government and the City with regard to ownership, management and use of portions of the Truman Annex Harbor property.

The continued use of the Mole Pier by the Navy is currently the subject of a study through the NEPA process to determine the impacts on the environment. The outcome of that study may influence the Navy's decision to retain ownership of the Mole Pier (and adjacent upland support areas). In the event that the Navy does not retain ownership and includes the Pier as excess property, the City intends to acquire the facility and continue operation of the Pier, subject to allowances for Navy use.

In order to facilitate the redevelopment process, the City has utilized the federally-approved Base Reuse Concept Plan and locally adopted land use regulations (LDR) as the basis for estimating the economic development potential for the remaining property. The City's LDR's clearly define the uses, densities and intensities that will be allowed on the property, subject to

the City's site plan approval process and other related permits and restrictions. Acquisition of the property through the EDC will permit the City to immediately begin installing infrastructure and making other needed investments to the entire property to ensure rapid and orderly reuse to begin. The City Concept Plan includes the potential development of the following densities and intensities anywhere within the site area (shown on page 13):

- 85,000 sf office
- 142,000 sf retail
- 510,000 sf recreation
- 28,000 sf industrial
- 84 residential units
- 158,000 sf maritime services/administration
- 25,000 sf parking
- 120-slip marina

The Truman Waterfront will play an important role in the future of Key West, a community that is essentially fully built-out and which lacks significant public waterfront access and open space. The redevelopment of the site will enhance the viability of the adjacent Bahama Village neighborhood, both from a quality of life perspective (the residents will no longer be cut off from the waterfront) as well as from a commercial perspective through the creation of up to 339,000 square feet of mixed-use space. The development of various marine-related activities within the EDC area, along with the creation of open space and supporting recreation facilities, will provide for a significant enhancement of the adjacent neighborhoods and benefit the continued use of the Mole Pier as a Navy port and as a cruise ship berth. The Truman Waterfront's role as a major new "gateway" to the City requires a balance of effective public and private development activity, while maintaining a secure but pleasant environment for the abutting Navy assets.

The redevelopment of the remaining Truman Waterfront property will require substantial public investment including demolition of existing buildings, complete replacement of all utilities including sewer, stormwater, potable water, electrical and telecommunications systems, and installation of new streets and public facilities. Key existing Navy facilities and services that currently exist within the EDC area must be maintained or replaced, along with continuous Navy vehicular and pedestrian access. Total cost for the redevelopment is estimated at over \$22.1 million, including \$17.6 million for infrastructure and initial conveyance costs.

Over the anticipated 20+ year redevelopment time frame, revenues from the leasing of land for mixed use development and from the operation of marinas for large yachts and for the City's

fleet of commercial vessels, are expected to total approximately \$26 million. In order to realize this potential, however, the City will need to invest over \$8 million in the first ten years before revenues are sufficient to cover anticipated outflows.

When fully redeveloped over the next two decades, this project is expected to create up to 430 direct jobs on the EDC property. *More importantly, the major economic development benefit of the EDC includes the enhancement of the cruise ship operations at the Outer Mole Pier through provision of areas for cruise ship passengers and crew to recreate and shop, and opportunities for local minority entrepreneurs, craftsmen and artisans to take advantage of Key West's economic and market potential.* In addition, by finally linking this portion of Key West's historic waterfront with the rest of the downtown through a continuation of the harborfront boardwalk, the property enhances the potential for small-scale retail and commercial businesses in Bahama Village while also enhancing the overall attractiveness of the City as a major North American destination resort.

2. Introduction

The City of Key West, acting through its Naval Properties Local Redevelopment Authority (LRA), formally requests the transfer of approximately 32 acres of property located at Naval Air Station Key West by means of a no-cost *economic development conveyance (EDC)*. The purpose of this transfer is to allow the City to immediately begin long-delayed plans to redevelop the remaining Truman Waterfront property as a mixed-use commercial area that will serve the needs of the neighborhood as well as the larger needs of the City's tourism-based economy. This EDC also includes a small (0.58 acre) street right-of-way located adjacent to Key West Bight which will permit the City to extend its harborfront boardwalk and allow continued access to the remaining Navy/Coast Guard piers at Truman Annex.

2.1. Existing Conditions

The Truman Waterfront was built by the government in the 1940's as a naval base and port. Buildings and utilities were constructed based on then-current standards and the needs imposed by a war-time economy. While many of the original buildings have been removed from the site, much of the infrastructure (roads and utility systems) is still in place. The following sections describe the general existing conditions of the EDC property as well as the remaining

Navy property. Since the infrastructure is interconnected, the condition and potential reuse of the entire Truman Waterfront infrastructure must be evaluated prior to making decisions on the EDC alone.

2.1.1. Buildings

The EDC area contains eight major building structures, each of which is described in more detail below¹:

2.1.1.1. Building 1287 (former Mess Hall)

This one-story CBS facility contains approximately 17,500 square feet of useable space. It consists of a single former dining room, approximate dimensions 60' by 100', a smaller side room (22 X 76) and a large institutional kitchen with related work and storage areas. The facility appears to be in fair to good condition, with most of the original interior improvements in place. Although no detailed structural inspection was performed, the building's major components, particularly the roof, appear to be in good condition. The building includes extensive plumbing improvements typical of a large kitchen, with many built-in pieces of equipment. Large walk-in refrigerated rooms are also part of the kitchen.

Because of the building's condition, the Reuse Plan focused on its reuse as a community conference/convention center and food service training facility. Other uses proposed included utilization of the kitchen for food preparation for various social agencies. The LRA has received interest in using the building as the focal point for a professionally operated hospitality institute to provide a wide range of skills training in the area of commercial food preparation, service and management. In doing so, it will operate as a conference center serving the needs of the community as well as the smaller hotels and guest houses that do not have space to host larger events. In addition, a full-time or seasonal public restaurant operation may be incorporated into the program.

Major renovation costs will include improvements to the exterior of the building including access (new entrance, ADA ramps, façade work, etc.) along with nominal interior improvements

¹ Descriptions of some buildings were taken from *An Architectural Inventory, Naval Air Station Key West, Key West, Florida*, U.S. Army Corps of Engineers, Environmental Resources Planning Section, Planning and Environmental Division, 1995.

(painting and wall coverings, some interior partitions). Much of the existing kitchen equipment, which has been requested via personal property conveyance along with the building, will be reused, saving substantial new investment. Some new furniture, fixtures and equipment (FF&E) will be required for the new operation. The building is beginning to suffer from non-use and needs immediate attention in order to stabilize it and retain its value for any reuse.

2.1.1.2. Building 223

This structure is a "2 ½ story wood frame barn-like building reportedly used by the Navy for a variety of uses including mechanical shops, repair bays and storage. The open, stepped-truss post and beam design permits a clear-span interior height estimated at 24-30' in the middle of the building with two levels of bays on either side. The floor plate is approximately 64' x 112' for a first floor area of approximately 7,200 square feet. There is a paved concrete floor, which appears to be reinforced in certain sections. The exterior is covered in what appears to be fiberboard panels in poor condition, with numerous areas showing holes or other deterioration. The wood frame was reportedly damaged during Hurricane Jorges.

Based on its general condition and location (directly in line with the proposed extension of Petronia St.), the initial recommendation is for demolition of the structure, with the potential for salvaging some or all of the wooden interior framework for use in constructing new structures within the EDC area (such as the envisioned Village Marketplace). Estimated demolition cost, based on locally observed practices, is \$131,000 before salvage for the building and the concrete slabs under and around the structure.

2.1.1.3. Building 1276

This former base service station is concrete block and stucco structure, approximately 2,700 square feet, consisting of service bays and small office areas. According to the Navy, the petroleum tanks associated with the building were properly remediated and the area certified for reuse. The structure lies directly in line with the extension of Petronia Street. No viable reuse has been identified for the building and demolition is recommended. Estimated demolition and disposal cost, based on recent projects in Key West, is \$51,000 for the structure and the concrete slabs under and around the building.

2.1.1.4. Building 102

This is a 10,420 sq. ft. operation support facility built in 1942, and was used to store and overhaul torpedoes. 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. A thin stucco covers the exterior walls. The concrete supports are spalling exposing decaying rebar. The structure is in poor condition and will require demolition.

2.1.1.5. Building 103

Building 103 is 14,199 sq. ft., built in 1941, and is the former central power plant. The building is rectangular in form and is constructed of concrete block sitting on a concrete slab. The floor was constructed to support heavy loads and ranges in thickness of reinforced concrete from five to eight feet. The structural framing is composed of concrete girders, beams, and columns. A thin stucco covers the exterior walls. Some of the concrete supports are spalling exposing decaying rebar.

2.1.1.6. Building 104

Building 104 is a 6,825 sq. ft. operation support facility built in 1941 and was used to service and store submarine batteries. 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. A thin stucco covers the exterior walls. The concrete supports are spalling exposing decaying rebar. The structure is in poor condition and will require demolition.

2.1.1.7. Building 84

Building 84 is a 1,860 sq. ft. warehouse and storage facility built in 1941. The building is single story, frame construction with asbestos shingle siding, and rectangular in form. It is built on a concrete slab foundation. The roof is a gable design with a ridge vent and tin shingles.

2.1.1.8. Building 189

This 1,596 sq. ft. warehouse and storage facility was built in 1941. The building is single story, constructed from concrete block faced with thin stucco, and is rectangular in form. It is built on a concrete slab foundation. The roof is a gabled and covered with composite shingles.

2.1.1.9. Other Structures/Improvements

The EDC property includes several concrete pads, roadways and sidewalks, as well as underground utilities that will need to be removed prior to redevelopment. The cost associated with these actions is included in the land development/site preparation costs in the financial plan. The exception is the foundation/pad for Building 103, due to its size and depth (5-8') it is not economically feasible to remove it, therefore it will remain in place and be included in any future redevelopment.

2.1.2. Utilities

The EDC parcels are currently served by Navy-owned utility systems through a variety of means and sources. The following paragraphs describe the utility development program for the entire Truman Waterfront area. A report by Weiler Engineering, Inc. which includes descriptions of the existing conditions and proposed improvements, is available under separate cover from the LRA. Based on their initial review and analysis of the Navy infrastructure at Truman Waterfront, it is the intention of the City and other utility providers that all systems must ultimately be replaced and existing utilities maintained only for short-term, interim requirements.

2.1.2.1. Potable Water

Potable water is currently provided from the Navy's elevated water tower located west of the Mess Hall, which is fed from an 8 inch supply line that runs from the Navy's pump and cistern in Truman Annex. The Navy purchases water directly from the Florida Keys Aqueduct Authority (FKAA), the water supply and distribution utility for the entire Keys. It is the Navy's stated intention to retain ownership of this line (through easements) as well as the water tower (through a no-cost lease) until such time that the Navy can replace the tower on their retained property, when the tower will be transferred to the City. The water is then distributed throughout the Truman Waterfront area and the retained Navy property. While some of the water lines have been replaced over the years by the Navy, their overall condition has not been ascertained. The FKAA has indicated that it will not accept any Navy lines and will require that any new service be constructed new to their standards. New service for the EDC parcels will be installed by the City through a series of looped systems connected to FKAA's main feed located at Southard Street. Both potable water and fire protection will be provided from this service. Additional fire protection wells may be required at some point to meet future needs.

2.1.2.2. Electric

Electrical service in Key West is provided by the Utility Board of Key West, formerly known as City Electric Service and now called Keys Energy Services. The Navy property at Truman Waterfront is served by a 13.8KV overhead line that feeds into a transformer yard located on base property just off of Angela Street. From here, various above and below ground feeds service the Navy communication towers, Mess Hall, Mole Pier and the group of buildings along the East Quay wall. A line also runs southward into the Navy retained property. The State park is fed from the southern end of the Navy property. Although the electrical system was maintained and replaced over the years by the Navy, it does not meet CES' standards and will be replaced.

2.1.2.3. Telecommunications

The existing property is served by various Navy proprietary communications systems. Civilian use will require all new infrastructure to be installed by/for third party suppliers. Certain government property, including lines serving the east Quay area and the towers will be retained through easements. Some relocation or replacement of Navy facilities to facilitate redevelopment may be required and will be dealt with on an individual basis.

2.1.2.4. Sanitary Sewer

The Truman Waterfront area is served by a variety of gravity lines that feed into the City's major interceptor sewer along Emma Street. Many of the lines have been capped and/or filled as buildings were shut down or demolished. There is reportedly also heavy inflow and infiltration in the existing system. A relatively new pump station and force main carries sewage from the Mole Pier to the city system, which may be retained depending on its condition. New infrastructure will be laid to follow street right-of-ways so as to minimize the need for easements and possible development limitations.

2.1.2.5. Stormwater

Numerous stormwater drains are located throughout the Truman Waterfront which collect and carry runoff into the harbor, with some treatment (primarily retention basins) done in certain locations. Current environmental and land use regulations will require any future development to install much more extensive stormwater treatment facilities including retention facilities as well as subsurface injection wells. This will likely require a complete replacement of the existing

infrastructure. A portion of the retained Navy property south of the former Mess Hall is believed to drain into catch basins along the Navy's "new" perimeter road and carried via pipes that may go under the Mess Hall building. This will require a joint storm-water management plan between the Navy and the City or the reconstruction of the system to separate the drainage between the properties.

2.1.3. Environmental Conditions

Since establishment of the base closure process for Key West, the Navy has been testing, evaluating and cleaning sites throughout the identified Base Realignment and Closure (BRAC) properties that were found to have contamination in soil or groundwater above levels identified as safe for no further action. When the Key West Base Reuse Plan was adopted in 1997, the particular land uses specified for different parcels were then used to identify levels of remediation necessary to assure protection of public health and safety.

The *Decision Document for Ten Base Realignment and Closure (BRAC) Sites*, dated May 2000, presents the selected remediation remedies for all BRAC sites at the Naval Air Station in Key West. These remedies address any remaining contamination left in place, controls that are required to prevent/minimize exposure, and monitoring that will be performed to identify and prevent potential further adverse impacts to human health and the environment. These controls were further elaborated in the *Findings of Suitability to Lease (FOSL)* for the Truman Annex Parcels, and the *Finding of Suitability to Transfer the Piers and the previously identified EDC parcels*.

The Navy has completed all required actions to clean up residual contamination. Land Use Controls (LUC's) will be placed on a few remaining parcels and a groundwater extraction restriction will apply to subsequent transfers. None of these actions are believed to substantially impact the redevelopment potential of the EDC property.

3. BRAC History

The City of Key West, acting through its Navy Properties Local Redevelopment Authority (LRA), previously submitted a series of conveyance requests for Truman Waterfront property. These conveyances were in addition to direct requests from a federal agency (NOAA) and the State of Florida (Fort Zachary Taylor) for direct transfers of specific portions of the site. The NOAA

parcel, which includes approximately 2.8 acres with improvements along the South Quay, has been transferred. The State's transfer request has been reduced to a small, environmentally critical shoreline strip. The City's property requests, based on the original BRAC configuration, included two public benefit conveyances (PBC), one for the port facilities (July 1999) through the Maritime Administration, and a parks and recreation request sponsored by the Department of the Interior (May 1999). An EDC for the remaining commercial-use parcels and for a right-of-way on Trumbo Road was submitted in August 2000. The park PBC was amended in October 1999 when the Navy decided not to release the historic Seminole Battery parcel at the south end of the site, and again in 2001 to incorporate the affordable housing parcel included in the EDC area. All three prior conveyance requests are currently on hold. A graphic indicating the location of these conveyance parcels is included at the end of this summary.

The recent change in Navy policy regarding the disposition of the Truman Waterfront properties has dramatically changed the basis on which these previous conveyance requests were formulated. With the large reduction in the extent of port-related facilities now being made available, use of a MARAD-sponsored PBC is no longer practical. The remaining waterfront property and limited marine-related activity must be developed under existing land development regulations to maximize revenue to support the overall redevelopment effort.

Similarly, the areas designated in the Land Development Regulations for public parks and recreational uses may need to be re-configured to best support the overall redevelopment plan. Including these parcels through a PBC limits the City's flexibility to carry out the mandates of the Comprehensive Plan.

By including all of the remaining property in the EDC, the City can immediately begin redevelopment, thereby quickly moving towards the point where new jobs can be created and the Truman Waterfront can once again be put to productive use.

4. Property Requested

Included in this EDC Application is a total of approximately 32.4 acres of land with improvements located in the southeastern corner of the Truman Waterfront excess property. In addition, a 0.58 acre parcel of land serving as the road right-of-way for the extension of Trumbo Road adjacent to the Key West Bight, is requested for transfer to the City of Key West/Naval Properties Local Redevelopment Authority via the EDC mechanism. These properties are described in more detail in the following sections. See EDC map on the following page.

4.1. Truman Waterfront

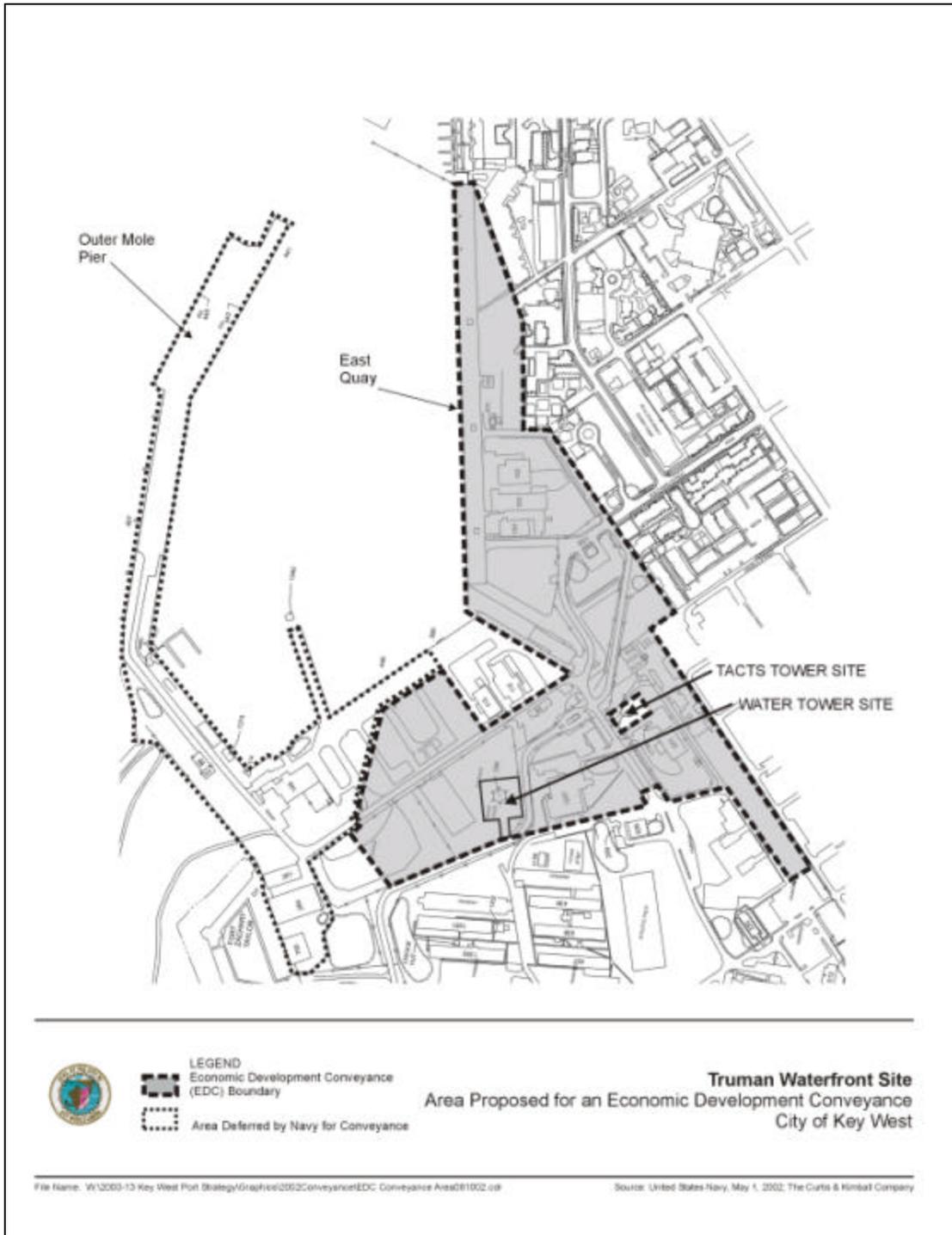
The EDC includes all of the remaining Truman Waterfront property not being retained by the Navy, as shown on the following graphic.

Buildings in the EDC area include three former warehouses/repair shops on the East Quay (#102, #103, #104), the former Mess Hall (#1287), a former shop (#223), and the former gas station (#1276). Other minor structures include two small warehouses (#84 & #189). All buildings will need to be demolished with the exception of the Mess Hall, which is being evaluated for renovation as a culinary training facility and community meeting hall. The 5 to 8 foot thick reinforced concrete slab and footings under Building #103 will be left in place due to the large expense of removing it. Most existing infrastructure will also need to be removed and replaced. Environmental land use controls (LUC) included in the Navy's Findings of Suitability to Transfer (FOST) will limit redevelopment on some parcels, thereby requiring flexible planning to accommodate the permitted uses. The parcel containing the TACTS tower is not included in the EDC property. The existing water tower is included, but is expected to be transferred at later date, once environmental clean-up is completed.

4.1.1. Intended Uses

The properties acquired by the Key West LRA through the EDC mechanism will be used to support and promote economic development within the City. Based on the extensive community planning undertaken over the past 6 years (as represented in the Base Reuse Plan, the Chapter 288 Plan and the City's adopted land development regulations), the EDC property will serve as a "gateway" and an extension of the commercial and residential urban fabric found in the adjacent historic Bahama Village neighborhood. It will also create a critically needed

linkage along the waterfront between the tourism center of the City's downtown area and the major disembarkation point for visitors arriving by cruise ship.



The property will be redeveloped into the mix of uses specified in the land development regulations, including neighborhood commercial/retail with affiliated residential units, a commercially-focused marina, a mega-yacht marina, marine-related light industrial, potential ferry services, supporting office and commercial uses along with the required open-space and recreation uses such as the extension of the Harborwalk along the East Quay wall. Residential uses within the EDC area will occur only as an accessory use within mixed use (i.e. office and retail) development; in conformance with environmental land use controls; and, in areas outside of security setback areas required by the U.S. Navy. Within the open space parcels, limited mobile commercial activities serving the cruise ship visitors to Key West, may also be allowed. A table indicating the maximum development potential based on the Chapter 288 plan is included at the end of this summary.

4.1.2. Legal Description

Legal descriptions for the EDC property at the Truman Waterfront, based on the on-going survey effort, will be included in the MOA and deed.

4.2. *Trumbo Road*

The property requested at Trumbo Road consists of a 0.58 acre parcel that serves as the right-of-way for access from the City's street grid at Grinnell and Caroline Streets to the Navy-retained Coast Guard Station property (Pier D-1 at NAS Key West/Truman Annex). The parcel is rectangular in shape, approximately 45.6 feet wide and 553 feet long. The property abuts property currently owned by Keys Energy Services and the Monroe County School Board on the east and fronts on the Key West Bight waterfront to the west. The parcel is generally paved, and includes a small boat dock and concrete landing approximately in the center of the waterfront. There appears to be some sloughing of the upland portion of the parcel into the harbor along its northern extreme.

4.2.1. Intended Uses

This property is included in the EDC so that the City of Key West can add Trumbo Road to its existing municipal street grid. In addition, conveyance will permit the City to complete its highly-successful *Historic Seaport Boardwalk* that surrounds the Key West Bight and which continues through Mallory Square and will eventually extend all the way to the Truman Waterfront and the Mole Pier.

The property will continue to be owned and used by the City as a public way, with U.S. government access to the Coast Guard station guaranteed through easement or other legal mechanism. The City will also replace the sewer line located in the right-of-way that serves the Coast Guard area. Acquisition of the property will allow for improved public access to limited waterfront boat docking and landing. Limited additional dockage may be developed by the City in the future based on future demand within the Key West Bight. Current preliminary planning by the City is for the waterfront along Trumbo Road to be developed as a 'dinghy dock' to provide improved access to boats utilizing the public mooring fields just offshore of the Bight. This would include transient docking for small craft, public bathrooms, telephones and other facilities. The use of the waterside of the Trumbo Road property is limited due to the need to observe a 300' stand-off (safe zone) from the Coast Guard pier (Pier D1).

4.2.2. Legal Description

The legal description for the EDC parcel at Trumbo Road is included on the survey map which will be included in the MOA and deed, a reproduction of which is shown above.

5. Community Reuse Planning Process

5.1. Background

The following section provides a brief history of the reuse planning process leading up to this application, and provides the context in which the EDC is submitted.

On September 27, 1995, certain land parcels and facilities attached to Naval Air Station Key West were declared excess by the Department of the Navy pursuant to the 1995 BRAC action. These properties included approximately 50 acres located at the Truman Waterfront in downtown Key West along with several other parcels scattered throughout the City. In response to this action, the City of Key West established the Naval Properties Local Redevelopment Authority (LRA) for the purpose of planning, acquiring and redeveloping these surplus properties.

The LRA initiated a comprehensive community-focused reuse planning effort under the Base Closure and Community Redevelopment Assistance Act of 1994. This planning process culminated in the submission and subsequent adoption by the LRA/City Commission of the Key

West Base Reuse Plan. The Reuse Plan, developed by the consulting firm of Bermello-Ajamil and Partners, Inc. (BAP), considered the Notices of Interest submitted by various public agencies, homeless provider groups and other interested individuals and included substantial public participation facilitated by the Florida Conflict Resolution Consortium. The Plan, which attempted to balance the economic and social needs of the citizens of Key West, called for redevelopment of the excess properties for affordable housing, parks and recreation uses, historical and ecological preservation as well as for community and economic development. In August 1998, the City's Reuse Plan was approved by HUD and the Navy.

Concurrent with the reuse planning efforts, the City conducted an update of its Bahama Village Redevelopment Plan for the adjacent historic black neighborhood area directly impacted by the realignment action, which was adopted in September 1998. A Base Reuse Mitigation Proposal for Bahama Village, which was adopted by the City Commission in November 1999, provided for implementation of the Plan.

In March 1998, the City Commission hired BAP to provide planning services to incorporate the adopted Base Reuse Plan into the City's comprehensive plan and land development regulations, as provided for in Chapter 288, Florida Statutes. This mechanism is necessary to receive State approval through the Florida Department of Community Affairs (DCA) for the reuse plan and subsequent rezoning of the properties.

As a result of this public comprehensive planning process, the City of Key West developed and submitted applications for public benefit conveyances of affordable housing at the Poinciana Housing complex, the Peary Court Cemetery and three other sites for environmental preservation. The former Navy commissary was transferred by public benefit conveyance to Monroe County in November 1998. A 2.94 acre parcel adjacent to the Harbor was transferred by the Navy directly to the National Oceanic and Atmospheric Administration in October 1999 under the BRAC Fed-to-Fed agency conveyance mechanism. The City and the Navy also agreed to a Joint Use Agreement for Truman Harbor which permits the Navy to berth up to six ships along the Mole Pier and the quays after the property has transferred for visiting naval vessels. This agreement specifies the services that the City will provide to the Navy in the event of such a use.

In January 1999, the LRA/City Commission submitted an application for the public benefit conveyance of the historic Seminole Battery through the U.S. Department of the Interior, which was approved in February 1999. The Navy subsequently withdrew most of the Battery property from the BRAC process for security reasons, leaving the City with a strip of land along Fort Street to be redeveloped as a parking lot to support the other park initiatives. In May 1999, the LRA/City Commission submitted an application through the Department of the Interior for the public benefit conveyance of the proposed Harborwalk Park and Interior Parklands at Truman Waterfront, which was approved by the agency in July 1999. In August 1999, the LRA/City Commission submitted an application through the Department of Transportation, Maritime Administration for a public benefit conveyance of all port facilities at Truman Waterfront.

The Chapter 288 Plan was adopted by the City in September 1999. This public process modified the land uses called for in the Base Reuse Plan by restricting the port use to a single cruise ship berth and reducing the amount of mixed-use development within the Truman Waterfront area due to local and state concerns regarding traffic and parking issues as well as the need for additional open space in the City. Once redeveloped, the Truman Waterfront would serve a variety of economic and social roles. In addition to the cruise ship berth on the Outer Mole, the harbor would provide berthing for mega-yachts (private vessels over 60 feet) which currently have very limited facilities in Key West, a professional marina for water-dependent users such as harbor pilots, tugs, salvage vessels and charter boats, an additional public marina focused on transient (short-term stay) recreational vessels and a ferry terminal. These compatible uses are detailed in the public benefit conveyance applications as well as in the Base Reuse Plan and the Chapter 288 Plan.

The Chapter 288 Plan was challenged by the Truman Annex Property Owners Association (TAMPOA), Protect Key West, Inc. (a/k/a Last Stand) and others in October and November 1999. These claims were settled through agreements between the City, DCA and the challengers which dealt with access to the site and the number of cruise ships which could utilize the Mole Pier facilities. In addition, the City agreed to undertake a comprehensive Quality of Life study in order to quantify to the extent possible the parameters that define the City. As a world-famous tourism and recreation destination, Key West is facing unique social and economic challenges, including one of the highest costs of housing in the country. The

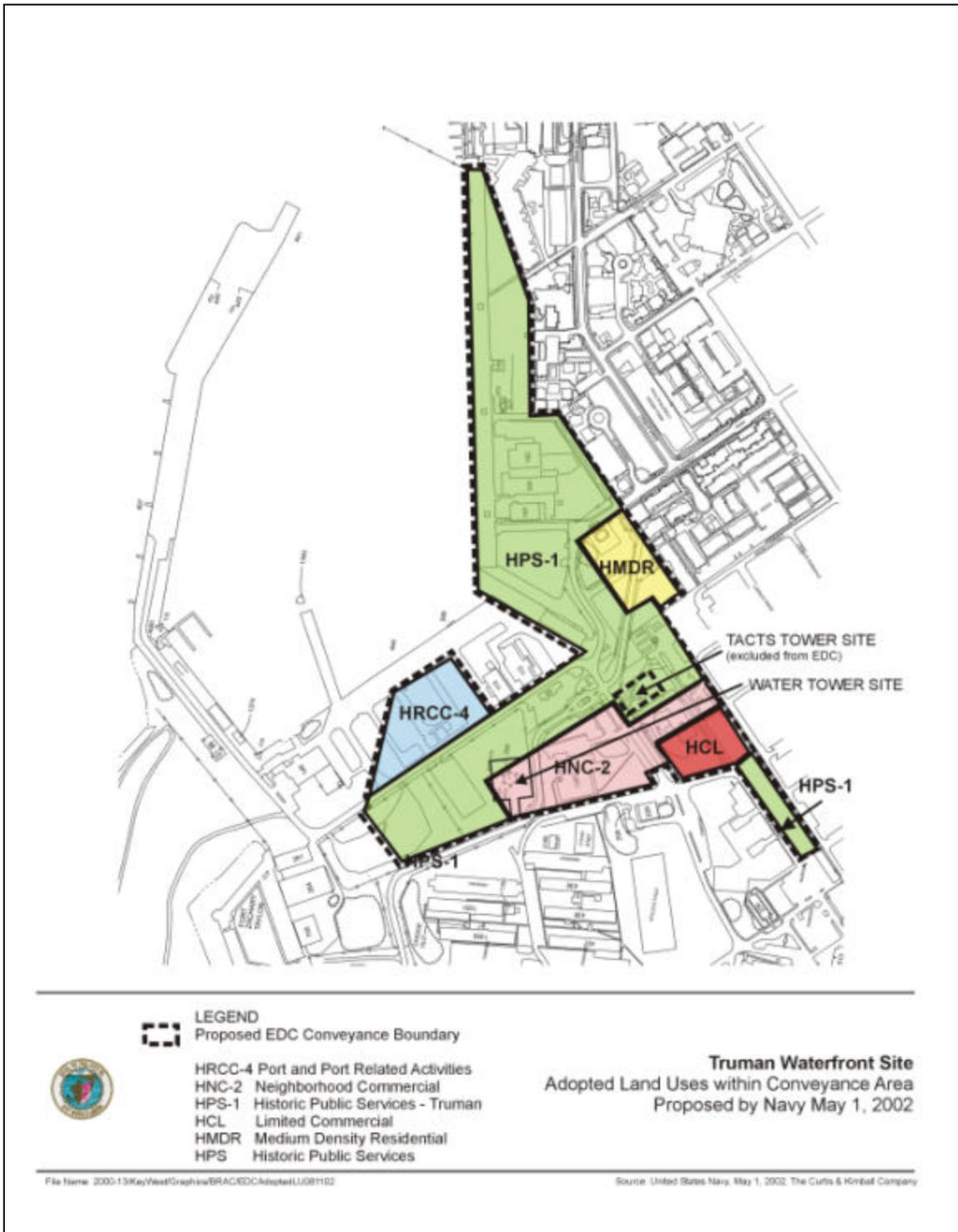
Amended Plan, which recognized these agreements, was adopted by the City Commission in July.

The reuse of the properties requested in the EDC follows the Land Development Regulations laid out in the community-generated Final Base Reuse Plan and the subsequent amendments made during the Chapter 288 planning process.

5.2. Zoning

The Chapter 288 planning process established land development regulations for the excess Navy properties in Key West that have been approved by the State of Florida, Department of Community Affairs as amendments to the City's Comprehensive Plan. The land use classifications reflect the intent of the reuse Plan to create a mixed-use development at the Truman Waterfront at a scale compatible with the adjacent Bahama Village neighborhood. The zoning/land use classifications are described further in the following table and shown relative to the EDC area in the figure on the following page. The City's land development regulations (which were developed prior to the Navy's BRAC property revisions for the entire Truman Waterfront area) are shown for the remaining property to be transferred to the City.

MAXIMUM DEVELOPMENT POTENTIAL - TRUMAN WATERFRONT, KEY WEST, FL								
Comprehensive Plan/LDR Classification	Gross Area*		Maximum Density	FAR	Building Coverage	Development Scenario		
	Square feet	Acres				Maximum**	Build-out***	Use
HNC-2	263,546	6.05	16 DU/Ac	1	40%	55	38	residential units
						65,887	46,121	SF office
						131,773	92,241	SF retail
HCL	77,685	1.78	16 DU/Ac	0.8	40%	13	9	residential units
						15,537	10,876	SF office
						31,074	21,752	SF retail
HMDR	89,058	2.04	16 DU/Ac	1	40%	53,435	37,404	SF recreation
						35,623	24,936	SF parking lot
HPS-1	899,546	20.65	N/A	0.25	30%	674,660	472,262	SF open recreation/harborwalk
						224,887	157,421	SF maritime services/admin
						150 slips	150	marina
HRCC-4	159,458	3.66	16 DU/Ac	1	50%	39,865	27,905	SF industrial
						39,865	27,905	SF office
						53	37	residential units
						39,865	27,905	SF retail
Totals	1,489,293	34.19				121	84	residential units
							84,902	SF residential
						121,288	84,902	SF office
						202,712	141,898	SF retail
						728,094	509,666	SF recreation
						39,865	27,905	SF industrial
						224,887	157,421	SF maritime services/admin
						35,623	24,936	SF parking lot
Note: This Maximum Development Potential Table is based on the land use classifications as approved by the City Commission in the Chapter 288 Plan, as they fall within the adjusted conveyance area defined by the Navy on May 1, 2002.								
* Subject to site specific survey								
**For impact analysis purposes the Maximum Development Scenario represents the level of development that may be difficult to attain without conditional use approvals. Further, this scenario makes no adjustments for non-buildable areas such as road right-of-ways, easements, etc. For the purposes of calculations, residential units are estimated to be 1200 sf in size, except in HRCC-4, where units are 750 sf in size								
*** Estimated maximum development scenario accounting for approximately 30% reduction in squarefootage due to streets, utilities, parking, etc.								



6. LRA Organization & Capability

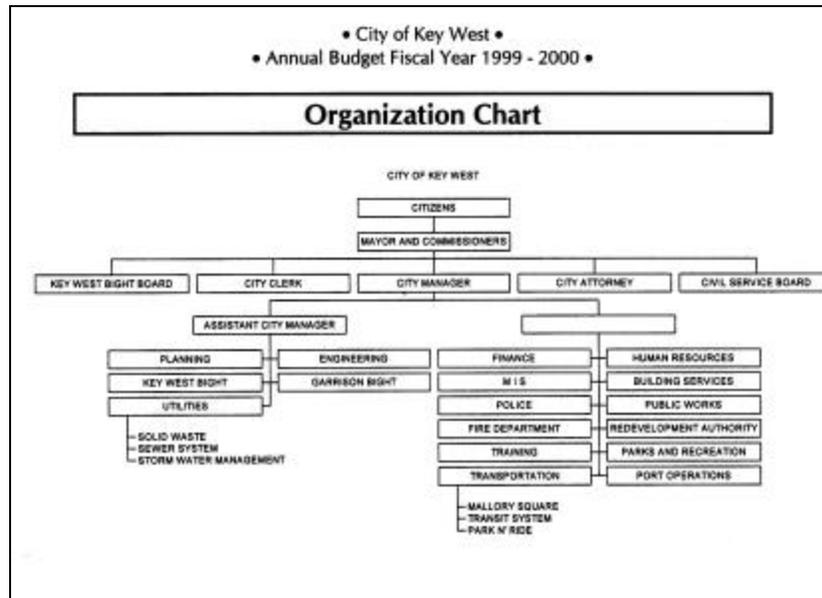
6.1. *Local Redevelopment Authority*

The City of Key West serves as the official LRA for the excess Navy properties in Key West. The City has a long history of developing, owning and/or managing complex mixed-use real estate projects including the Key West Bight. The LRA is operated as a separate City department with a professional staff consisting of an executive director, coordinator and administrative assistant. It is a separate municipal entity under Florida Statutes with the City Commission serving as the LRA legislative body. The LRA has been funded from the City's General Fund along with federal planning grants from the Department of Defense, Office of Economic Adjustment and the Department of Housing and Urban Development. Once the Navy excess properties are conveyed, the LRA will assume the role of coordinating agency, directing other City departments, Federal and State agencies and private investors/developers in the redevelopment and construction process.

6.2. *City of Key West – Financial Status*

6.2.1. Overview

The City of Key West consists of a roughly 2 mile wide by 4 mile long island with a year-round resident population of approximately 27,000. The City also serves as the seat of Monroe County, which incorporates all of the Florida Keys and parts of the Everglades. Total County population is approximately 84,000. As a major national and international tourist resort destination, the Key West serves as host to over 1.8 million visitors annually, including over 600,000 cruise ship passengers. The City, which operates under a City Manager/City Commission form of government, provides a wide range of municipal services under its Charter including public safety, public works (roads and infrastructure), planning, zoning, transportation, recreation, port operations, etc. Figure 4 below includes an organization chart for the City. Utilities are provided to Key West residents either by the City (sewer, stormwater) or through regulated companies. The City of Key West Utility Board (a/k/a Keys Energy Services), a related but financially separate entity, provides residential and commercial electric service while the Florida Keys Aqueduct Authority provides potable water to the City. The City also operates the financially separate Key West Housing Authority to provide housing opportunities for lower income residents.

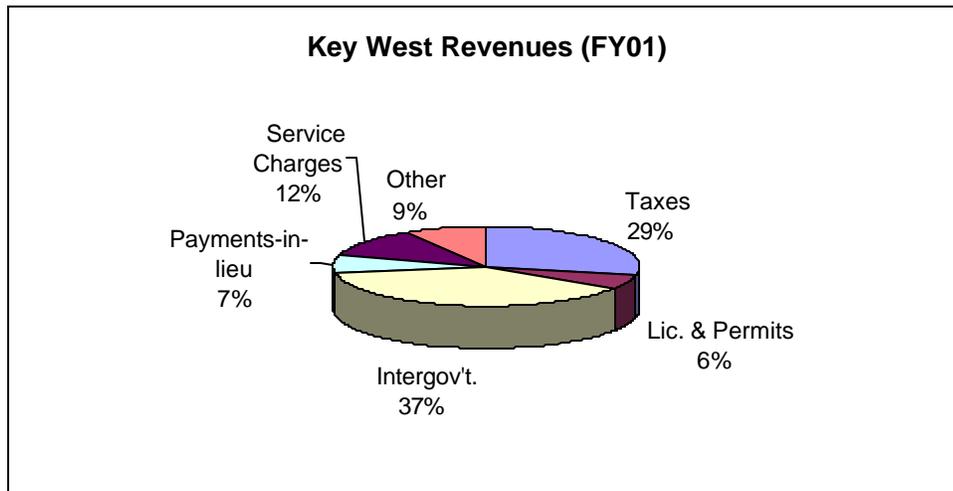


Financially, the City operates through a combination of the General Fund and various Special Revenue, Enterprise, Capital Project, Internal Service and Trust funds. Total fund revenues (excluding enterprise funds) were \$39.0 million for the Fiscal Year ending September 30, 2001 with expenditures of \$34.2 million. As of September 30, 2001, total outstanding long-term debt was \$53.2 million, with more than 70% of that related to sewer construction projects and 25% for harbor improvements made in recent years. Only 3% of the City's outstanding debt was considered general obligation debt with the remainder classified as revenue-based obligations.

The City is well managed and has received numerous citations for its financial reporting. The following paragraphs summarize the key elements of the City's financial position.

6.2.2. Financial Performance

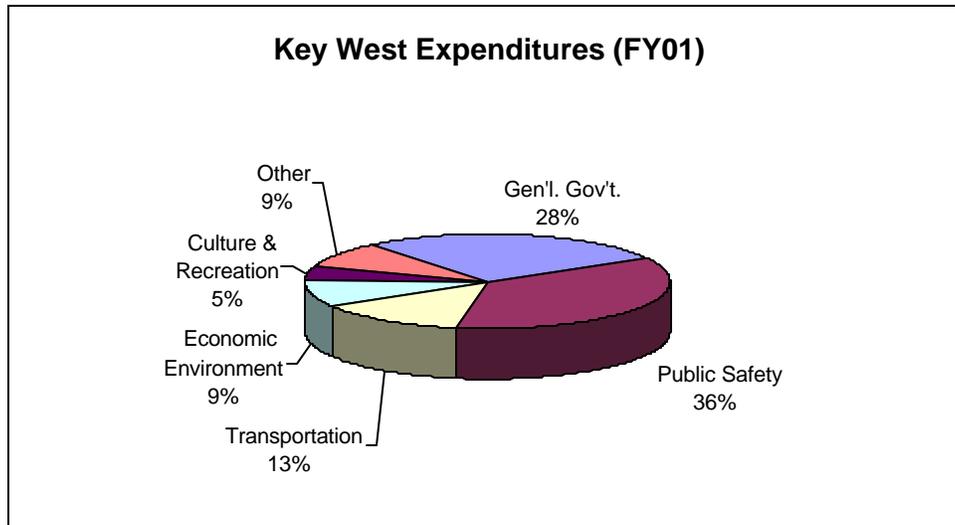
The City of Key West receives revenue from a variety of taxes and from the sale of services. Property taxes and payments-in-lieu account for more than 1/3 of this total, as shown in Figure 5. These estimates exclude the City's enterprise funds, which include sewer, water, stormwater, transit, Poinciana Housing, Garrison Bight and Key West Bight.



Property taxes are raised on a total assessed value base of nearly \$2.4 billion. The total property tax rate of 13.9006 mills (2002) included 3.4096 mills for the City of Key West with the remainder going to the County, the School district and other overlay districts. The City's share of the tax rate has remained stable over the past few years. Of the top ten taxpayers in Key West, which account for over 10% of the total assessed tax base, eight are Resort Hotels with a total value of over \$216 million (9%). Service charges, among the fastest growing revenue sources for the City, include cruise ship and parking revenues. Intergovernmental revenues include grants and State revenue sharing. *Cruiseship revenues in 2000 accounted for approximately 14% of the City's General Fund revenues, or over \$3.7 million per year while parking revenues accounted for 5.7%, or over \$1.4 million. These tourism-based revenues are vital to the economic health of the City.*

As shown in Figure 6, the City's FY01 expenditures were focused on public safety (fire & police) and on general government. Many other government services are provided through enterprise funds or special revenue funds.

The City's financial stability is particularly notable given the impact of Hurricane Georges which hit the Keys in September 1998. The City suffered millions of dollars in damage to personal property as well as to infrastructure systems. The City was able to tap its own reserves to immediately begin the repair work, much of which was eventually reimbursed by federal and state emergency funds.



The City is completing a massive sewer replacement program mandated by State and Federal environmental agencies. The work includes the replacement of 46 miles of mains, 27 miles of laterals and 2.5 miles of force mains. The project has been funded entirely out of the Sewer enterprise fund and will not impact the general fund balance. The project does, however, potentially limit the city's short-term capacity to fund new sewer system development at Truman Waterfront from this source.

Relative to the City's redevelopment of the Truman Waterfront, it should be noted that in 1993 the City began the redevelopment of the Key West Bight, an 8.8 acre blighted waterfront area adjacent to the prosperous Mallory Square/Duval Street urban entertainment zone. Using revenue bonding based on rents from land and building leases, a ~~lot~~ sales tax as well as marina revenues, the City invested over \$9 million to acquire and improve this district. The project included the development of 24 commercial structures totaling 78,000 square feet of office, restaurant and retail space, a 120 slip marina, parking and extension of the popular Harborwalk boardwalk along the edge of the water. The City refinanced the original bonds in 1997 and continues to repay the obligations using revenues from the project. The City currently manages the Key West Bight, serving as landlord and marina manager.

As a result of its success in redeveloping Key West Bight and other major projects, the City has the management and operational capability to take on the redevelopment of the Truman Waterfront.

6.3. Legal Authority of the LRA

The City of Key West is the approved Local Redevelopment Authority for the transfer of excess federal properties under BRAC. The City Commission serves as the legislative body for the “Naval Properties Local Redevelopment Authority of the City of Key West”. A resolution of the City Commission establishing the LRA and authorizing it to plan for and accept Navy property, dated September 19, 1995, is available from the LRA.

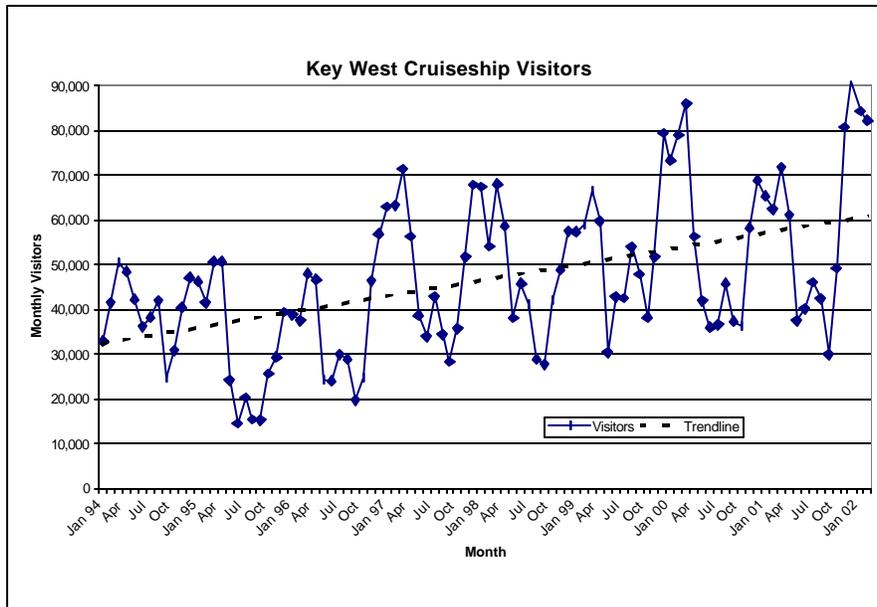
7. Economic Impacts

The following sections summarize current economic and social conditions in the City of Key West and the impacts that have occurred as a result of the Navy’s realignment of strategic assets in the region. The analysis includes a discussion of the Key West economy and its primary drivers – the historic military presence and tourism – with specific emphasis on employment and housing. More detailed accounts of the City’s history and economy can be found in the Final Base Reuse and Chapter 288 plans. In particular, refer to Appendix 2 of the Base Reuse Plan - Economic and Market Analysis of Selected Options and Uses.

7.1. Tourism

The Key West Chamber of Commerce reports that during 1999, 1.8 million visitors came to Key West to enjoy its unparalleled scenic beauty, sub-tropical climate, widespread water-related activities and the island’s unique ambiance. These visitors came by car, plane, boat and cruise ship. In fact, Key West has become one of the world’s leading ports-of-call for the cruising industry, with an average of over 50 port calls per month during the winter and over 675,000 passengers in 2001.

The graphic below illustrates the growth in the number of visitors arriving by cruise ship in Key West. The majority of ships utilize the Mole Pier at Truman Waterfront, with others using the City’s pier at Mallory Square or the privately-owned Hilton Pier (Pier B). Cruise ships have increased in frequency and size, as Key West has become a major day-stop for 3-4 day Caribbean cruise itineraries. A cruise ship typically is in port for 4-6 hours, with passengers transported by “Conch Trains” into the downtown (Duval Street and Mallory Square) to shop, sightsee or partake of the City’s many other activities such as snorkeling, sailing or fishing. According to a recent study by NOAA and the Nature Conservancy, the average cruise ship passenger in 1997/1998 spent approximately \$98 per visit, resulting in \$51.4 million direct



impact on the City’s economy, supporting 336 jobs². The City receives a \$7 per person disembarkation fee along with ship charges for use of the pier and any utilities. It is interesting to note that the terrorist attacks of September 11th have not had an adverse effect on the City’s cruise ship business. In fact, the City saw a record number of cruise ship passengers during every month from October through February, the most recent month for which data was available.

Overnight visitors fill Key West’s 173 hotels, motels and guesthouses (providing a total of over 4,800 rooms) to near capacity for nine months out of the year. Similarly, the City’s 265 licensed restaurants (with a total of approximately 17,000 seats), provide visitors with a wide range of dining options. Figure X illustrates the growth in overnight accommodations in Key West, as well as the strong seasonal patterns that occur.

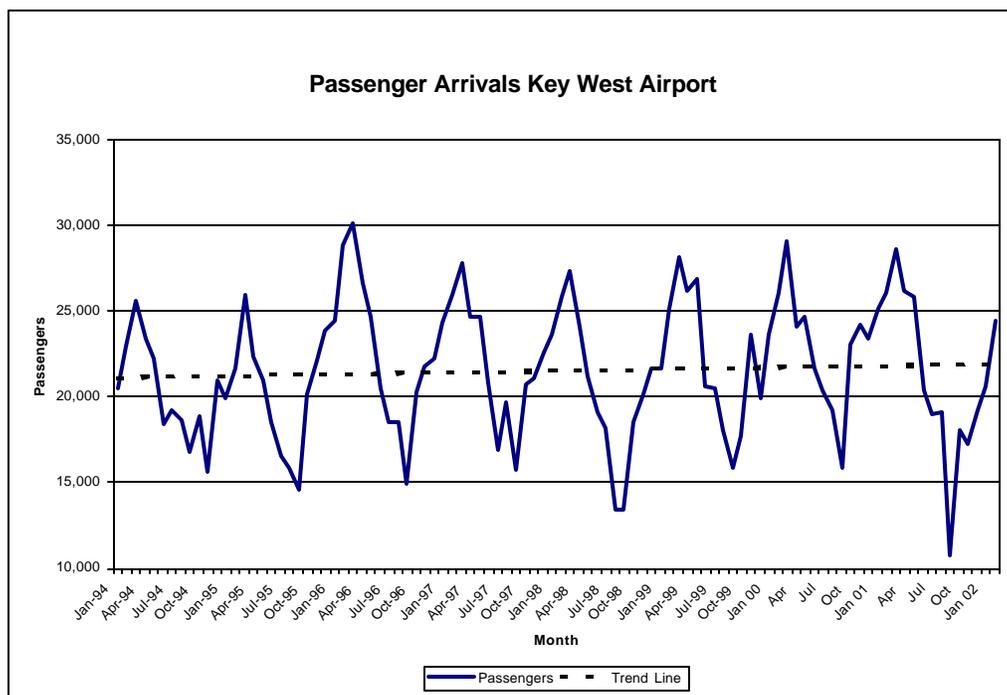
It is important to point out that Key West’s tourism-based business base is made up almost exclusively of small businesses. In fact, of the hundreds of hotels and guest houses in the City, only 18 have more than 100 rooms. Most accommodations consist of small properties with 4 to 40 units. In addition, the City includes a large number of individually owned condominiums and apartments that are rented to visitors on a short-term or seasonal basis.

² Economic Contribution of Recreating Visitors to the Florida Keys/Key West: Updates for 1996/1997 and 1997/1998. V. Leeworthy & P. Vanasse; June 1999.

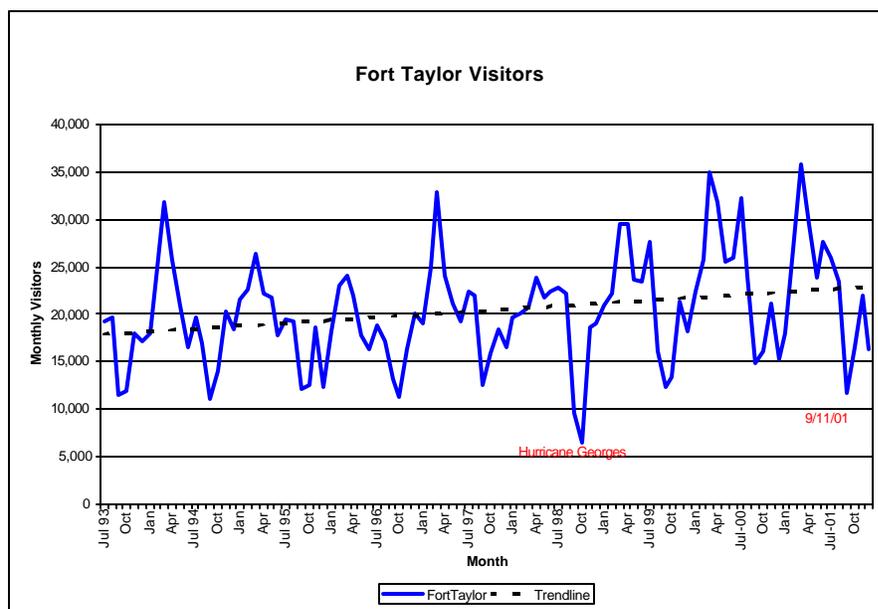
Unlike the City's cruise ship business, the September 11th attacks have had a significant impact on the City's hotel businesses. Revenues from the bed tax were off by more than 15% for the period from October through January as compared to the prior year. This equates to a loss of more than \$325,000 in revenue.

With the exception of cruise ship visitation, there are indications that Key West's tourism growth may be leveling off due in part to constraints on access and accommodations. As shown in Figure X below, the number of visitors arriving by plane at Key West International Airport was relatively stable. The inability to utilize larger aircraft due to runway length and noise considerations, limits this means of access. The City was also severely impacted, on the aviation side, by the events of September 11th. For the five-month period from October through February, the number of deplaning passengers declined by more than 18% over the prior year, from 121,000 to less than 100,000.

Similarly, increased traffic counts, limited parking and the time it takes to drive to Key West from the mainland (3-4 hours) also impose a limit on the number of visitors by car to the island.



Another indicator of Key West's popularity as a tourism destination and the importance of the Truman Waterfront area is the visitation to the state park facilities at Fort Zachary Taylor (see Figure 11). This historic site is accessible by car, bike or on foot through the Navy's property. The park, which is managed by the Florida Department of Environmental Protection (DEP), provides a modest level of facilities to visitors. A major redevelopment program, with a total cost of nearly \$10 million, was planned for the site prior to the Navy's policy change regarding the disposition of the Truman Waterfront.

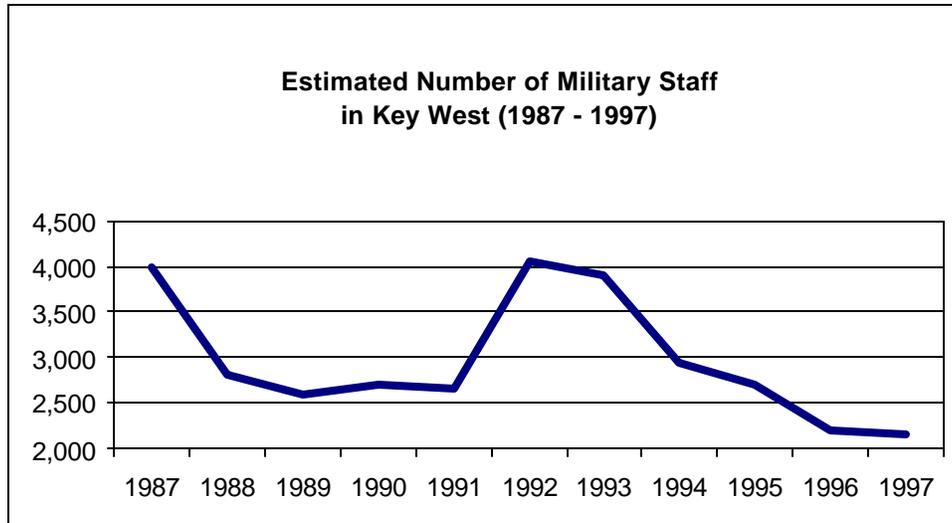


Key West's growing dependency on tourism, along with the decade-long reduction in military activity in the Keys, has resulted in significant social and economic impacts. These include a shortfall in the number of affordable housing units for the labor force that supports the service sector, high rates of employee turnover and lack of career-track opportunities. These issues are discussed in the following paragraphs.

7.2. Employment

The BRAC decision to realign NAS Key West and transfer excess property is the latest step in a long series of actions that have reduced the military presence in the Keys from a peak employment level of over 4,000 in the late 1980's and again 1992, to the latest estimate of

approximately 2,110. While this downsizing has not been as abrupt as in other military communities faced with complete closure, the impacts on the community have been significant.



The presence of the Navy has been an important economic foundation for the City of Key West. Not only has the direct local spending generated by Navy personnel, civilian employees, contractors and their dependents benefited the City, but these individuals have played an important part of the island's social fabric for many years, from volunteerism to participation in civic organizations.

The downsizing of the Navy in Key West has resulted in a shift of income levels and job skills from the relatively high-paying military/industrial sector to the low-paying service sector. This has most dramatically impacted the City's minority and lower income groups. Without relevant jobs skills and few re-training opportunities, individuals who no longer held jobs with the Navy, its contractors and suppliers, found themselves competing for entry-level, minimum wage positions in the hospitality industry, now Key West's primary economic sector. As a result, many skilled workers and their families, some with multigenerational ties to the community, were forced to leave the Keys to seek employment elsewhere. This impact was exacerbated by the concurrent rise in housing prices in the Lower Keys, effectively shutting out those without high-paying jobs.

According to data obtained from the Key West Chamber of Commerce, total employment in Monroe County was 36,777 in 1999. Of the total, 12,499, or more than one-third, were in the

services sector, 10,772 (29.3%) are in the retail sector, and 6,050 (16%) are in the government sector (including local, state and federal government). Only 452 jobs, or 1.2% of the total, are classified in the manufacturing sector.

Unemployment in Key West and Monroe County (2.6% in 2001) is relatively low due to the availability of jobs in the service and retail sectors. However, because of the low wages traditionally paid in these industries and the high cost housing, it is not unusual, and in fact is very common, for individuals to hold more than one job.

7.3. Housing

One of the most apparent imbalances in the local economy is the cost and availability of housing. In 1998, the Florida Price Level Index for housing stood at 126.35 for Monroe County (versus the statewide average of 100), ranking it #1 among all Florida counties³. The City has held this ranking for nearly 20 years. In fact, Key West's high housing costs have resulted in the City's inclusion among the top ten most expensive markets in the country, including New York City and Silicon Valley.

Key West has a rate of growth ordinance (ROGO)⁴ in place that essentially has limited the number of new housing permits to an average of 91 per year over the past decade. Strong demand for housing, both from year-round residents and particularly from high income individuals seeking vacation homes, combined with the limitation on supply, has resulted in a rapid escalation in housing prices throughout the Keys and most noticeably in Key West.

In Key West, the average price paid for a home (single family and/or condominium) through the end of May 2000 was over \$391,000, according to MLS data published by the Key West Association of Realtors. A non-waterfront, three-bedroom single family house averaged \$401,500 while a two-bedroom condominium was \$262,600. Small units were somewhat less expensive, with single family homes with 2 or fewer bedrooms averaging \$285,000 and condominiums with 1 or less bedrooms averaged \$155,000.

³ Florida County Perspectives 2001; University of Florida, Bureau of Economics and Business Research.

⁴ Building Permit Allocation and Vested Rights Ordinance

According to Census 2000, the City had 11,016 households, an increase of 5.7% over 1990 Census figures. The number of housing units, on the other hand, totaled 13,306 (an increase of 8.9% over 1990), indicating the large number of seasonal and transient units in the City. The popularity of Key West as a seasonal home and rental market has spurred a large increase in the number of housing unit sales to non-residents who occupy them part time or who rent them out to other seasonal visitors, thus removing them from the housing supply available to year-round residents. This trend has also contributed to the sharp increase in housing prices

Similarly, rents in Key West are also extremely high, with the market for rental housing characterized by a scarcity of product. Market rents without utilities range as follows:

Apartment Rents – Key West (2000)	
Apartment Type	Monthly Rent
Efficiencies	\$600-\$800
One bedroom	\$750-\$1,100
Two bedroom	\$1,100 and up
Houses (2-3 bedrooms)	\$1,500 and up
Mobile Homes	\$750 - \$1,000
Source: RKG Associates, Inc. from advertisements and discussions with real estate brokers and landlords.	

Federal housing standards specify that 30% of a household's income for housing and related costs (such as utilities) is the limit that is considered "affordable". According to the latest statistics for Key West (see detailed Claritas data in Appendix D), the City's average household income was \$63,926 in 2001, with the median income at \$47,292. Using the City's median income, an average household could afford a home with an average monthly cost of \$1,182. While some smaller apartments could be rented in this range, an average household could only afford a home in the range of \$150,000 to \$175,000, well below the average sales price of more than \$400,000 for a non-waterfront single family home, and above the \$262,500 average price for a condominium.

7.4. Justification for the EDC

The redevelopment of the Truman Waterfront and on Trumbo Road is based on the following project goals, taken from the approved Base Reuse Plan and the Chapter 288 documents:

Enhancing the economic health and long-term viability of the City's tourism-dependent business base, by;

- creating and retaining high-quality employment opportunities for Key West citizens, and in particular for residents of Bahama Village, the City's historic African-American neighborhood located adjacent to the site;
- preserving and enhancing the economic foundation of Bahama Village;
- providing needed affordable commercial sites for resident entrepreneurs and existing businesses in order to allow them to compete for a share of Key West's increasingly competitive retail/service trade; and
- expanding economic opportunities and training for Key West's homeless and needy residents to help break the cycle of poverty.

In order to achieve these goals, the economic development conveyance mechanism provides the City with the flexibility and timeliness needed to acquire and redevelop the remaining Truman Waterfront property.

Although the open space and recreation property included in the Truman Waterfront plan could potentially be acquired via a public benefit conveyance, two issues support the EDC approach. First, the Navy's deferred transfer of the Mole Pier significantly alters the City's ability to effectively redevelop the site. The Mole Pier was expected to account for a substantial increase in annual revenues related to cruise ship docking and services, and with the elimination of these revenues from the City's redevelopment plans for the site, it is necessary to maintain a high level of flexibility regarding the remaining revenue-generating activities. In particular, the revenues from the mixed-use landside development and from marina facilities in the Harbor are critical to redeveloping the entire property.

Second, because of the Navy's deferred transfer of the Mole Pier and much of the waterfront, the final configuration of the various allowed uses, including the open space, may change as the City moves forward with its plans. Although the uses permitted in the Comprehensive Plan cannot change without a reopening of the public planning process, adjustments to the physical layout of the site are possible, in order to enhance the overall contribution of the property. If acquired via PBC, future changes to the land use plan would not be possible due to the involvement of the federal sponsoring agency.

Similar issues arise with the remainder of the parcels originally earmarked for acquisition via the port PBC. The area along the South Quay, earmarked in the Reuse Plan for non-cargo marine related activities and a ferry terminal, now no longer has direct access to the harbor. In order to facilitate the redevelopment of this portion of the property and meet the intent of the existing land use regulations, some of these uses may need to be shifted within the confines of the EDC property to better serve the needs of the City and the market. If acquired via a PBC, this siting flexibility will be lost, resulting in the potential for under-utilization and non-optimum development.

8. EDC Business Plan

The redevelopment of the Truman Waterfront by the City of Key West will take several years and require the investment of millions of public and private dollars. A business plan for the project, as called for in the BRAC regulations, has been developed to illustrate both the timing of the needed investments as well as the anticipated returns. The key elements of the plan are described in detail following a summary of the financial plan.

TRUMAN WATERFRONT (EDC) DEVELOPMENT COSTS

	Years 1-5	Years 6-10	Years 11-20	TOTAL
INITIAL CONVEYANCE COSTS	\$ 895,740	\$ -	\$ -	\$ 895,740
UTILITIES	\$ 2,114,450	\$ 2,114,450	\$ -	\$ 4,228,900
ROADS/STREETS	\$ 767,460	\$ 255,820		\$ 1,023,280
OPENSACE/HARBORWALK	\$ 1,162,500	\$ 1,162,500	\$ 2,325,000	\$ 4,650,000
MARINAS	\$ 4,295,780	\$ 1,600,580		\$ 5,896,360
BUILDING DEMOLITION	\$ 940,600			\$ 940,600
	\$ 10,176,530	\$ 5,133,350	\$ 2,325,000	\$ 17,634,880
PROPERTY MAINTENANCE	\$ -	\$ 1,500,000	\$ 3,000,000	\$ 4,500,000
TOTAL EXPENDITURES	\$ 10,176,530	\$ 6,633,350	\$ 5,325,000	\$ 22,134,880
ANNUAL REVENUES				
Land Lease				
Retail	\$ 79,757	\$ 432,983	\$ 1,967,307	\$ 2,480,046
Office	\$ 24,169	\$ 131,207	\$ 673,668	\$ 829,043
Light Industrial	\$ -	\$ -	\$ 348,814	\$ 348,814
Residential	\$ 10,876	\$ 27,190	\$ 237,755	\$ 275,820
	\$ 114,801	\$ 591,380	\$ 3,227,543	\$ 3,933,724
Marinas				
Mega Yacht Marina (20 slips)	\$ 1,142,500	\$ 2,856,250	\$ 5,712,500	\$ 9,711,250
Commercial Marina (100 slips)	\$ 779,656	\$ 3,898,281	\$ 7,796,563	\$ 12,474,500
(begin in Year 4)	\$ 1,922,156	\$ 6,754,531	\$ 13,509,063	\$ 22,185,750
TOTAL REVENUES	\$ 2,036,957	\$ 7,345,911	\$ 16,736,606	\$ 26,119,474
NET CASH FLOW	\$ (8,139,573)	\$ 712,561	\$ 11,411,606	\$ 3,984,594
cumulative cash flow	\$ (8,139,573)	\$ (7,427,012)	\$ 3,984,594	

8.1. Financial Plan Summary

The financial pro-forma that has been developed for the Truman Waterfront redevelopment is summarized in the table above. Over the 20-year forecast period, a total of \$17.6 million will be invested in capital improvements along with \$4.5 million for property maintenance and operations for a total expenditure estimate of \$22.1 million. Total revenues from the leasing of land for the mixed use development and from the rental of marina slips are anticipated to total approximately \$26.1 million. This results in a net positive cash flow of almost \$4 million over the twenty year period. However, cash outlays during the first 10 years will exceed revenues by over \$8 million, requiring substantial investment by the City for the Reuse Plan to succeed. Detailed descriptions of the revenue sources and the various infrastructure and operating costs follow the market analysis.

8.2. Market Analysis

This section provides a brief analysis of the commercial and residential real estate market in the City of Key West in general and for Bahama Village in particular. The results support the economic viability of the proposed mixed-use development on parcels as called for in the Reuse Plan and its supporting documentation.

8.2.1. Commercial Lease Rates

The City of Key West boasts some of the highest retail lease rates in the country, with per square foot rates at prime locations on Duval Street rivaling those found in many big cities at \$60 to over \$100 per square foot (NNN). However, as a resort, Key West is a highly concentrated market exhibiting a very wide range of values based on location and pedestrian traffic. Retail activity is concentrated along Duval Street, with the northerly end (lower Duval) of the street nearest to Mallory Square generating the highest lease rates. The middle of the street, near where Petronia Street intersects, generates lower, but still healthy first floor rates of \$30 to \$75 psf. Off of Duval, obtainable rates are substantially lower in the \$15 to \$25 psf range. Demand is strong, with a mix of national retailers and restaurants competing with locally-owned operations for a finite amount of space.

Occupancy has been very high for the past few years as the number of visitors to Key West has grown. However, the market appears to be stabilizing with a leveling off of lease levels and an increase in vacancy rates on Duval. Local brokers, appraisers and retailers indicate that the Key West Bight area, developed over the past 5 years by the City, has come into its own as a retail and dining destination and increased its share of the market. With indications that total visitation to Key West may be leveling off, no major market shifts are being predicted. In fact, at least one large new retail development planned for the Mallory Square area was scrapped in favor of residential as a result of these trends. No other major additions to the supply of retail space are anticipated.

The Bahama Village area consists of a mix of residential and commercial activities centered on Petronia Street. Lease rates, based on discussions with owners, brokers and appraisers, range from a high of \$25 to \$30 for locations a block off of Duval to a low of \$12 to \$15 for small shops. Vacancy is relatively high due to high turnover. Businesses in Bahama Village are

operated by a mix of locals and non-locals attempting to compete for a share of the immense (\$500+ million in annual sales) Key West market.

Non-retail lease rates for office and service businesses range from the low teens to \$30-\$40 psf depending on location and parking availability. In Old Town, service businesses are usually located above or behind street-front retail shops, or on the first floor of mix-use buildings on the side streets. Due to the high price and lack of availability, retailers often pay top prices for storage space in or near the prime market area. Both retail and service businesses that primarily serve the resident population are generally found in New Town on North Roosevelt or Flagler Avenue. Lease rates in these locations range from \$12 to \$30 psf (NNN).

Expected commercial rent levels at the Bahama Village marketplace portion of the EDC property are expected to average \$20 psf per year, provided that the development is designed appropriately and is actively marketed and managed. The area will support a mix of retail and service users who are focused on the needs of the Bahama Village neighborhood and other residents of Old Town Key West, as well as able to tap into the tourist-related potential generated by cruise ship and park visitors. With Petronia Street opened up allowing easy pedestrian and vehicular movement from Duval Street to the Truman Waterfront, along with the connection to the extended Harborfront boardwalk connecting the area to Mallory Square, the new property and lower Petronia Street should develop as a relatively strong secondary retail location. This will be dependent on the successful redevelopment of the waterfront port and park areas as called for in the Reuse Plan in order to generate the pedestrian traffic needed to support new retail.

8.2.2. Residential Demand

As explained in Section 7.3 above, the limitations on the housing supply in the Keys as a result of the ROGO legislation, coupled with very strong demand for seasonal second homes has resulted in one of the highest priced housing markets in Florida, if not the country. However, as a service-based economy, economic growth is dependent on maintaining a quality labor supply, which is becoming more and more difficult as a result of the housing crisis. The approved Reuse Plan envisioned the redevelopment of the Truman Waterfront to include affordably priced housing using serving the needs of local residents employed in the jobs generated as a result of

the EDC. This housing includes modest apartments located over the retail and office uses within the Village Marketplace area and marine-related support areas designated in the city's land development regulations. In the remaining property that is the subject of this EDC application, a total of 84 units could potentially be developed. The typical unit would range from 750 square feet to 1,200 square feet and contain 1-2 bedrooms. *Because of the limited number of building permits available in the market, the build-out of all 84 units is likely to take 15 to 20 years. In addition, because of the need for affordable housing to support the 430 jobs that will be created on the property, it is also likely that most of the units will carry income and restrictions on occupancy and rent/sale values.* Although the construction of "market value" seasonal residential units would be highly advantageous from a financial perspective, the limits on building permits under ROGO (which strongly favors the creation of affordable units) along with public sentiment as expressed in the approved Reuse Plan, point toward mixed-use housing aimed at the local, service employment market. The demand for such units far exceeds supply in Key West, thus finding tenants is not considered to be an issue.

8.2.3. Marina Demand

The demand for marina facilities in Key West has been well documented in previous reports pertaining to the Truman Waterfront property and elsewhere. Nearly all of the existing marinas, both City-owned and private facilities, have multi-year waiting lists for year-round, transient and live-aboard boaters. There is a strong need for more commercial slip space for the City's "working boats" – including fishing charters, tow boats, and service boats. In addition, Key West's reputation as a world-class boating destination attracts many large and very large yachts each year, however, there is limited slip/wharf space to accommodate vessels in excess of 60 feet. A "mega-yacht" marina, capable of serving vessels up to 150 feet, has been determined by Port officials as badly needed in order to continue to attract this important component of the overall tourism-based economy of the City.

8.3. *Development Costs and Phasing*

Development costs include construction of all new site infrastructure (roads and utilities), demolition of existing structures and construction of the marinas and the open space/harborwalk facilities. Total development costs are estimated at \$17.6 million. Approximately \$15.4 million

is expended in the first 10 years, including nearly \$2 million in the first year to prepare the site for further development while maintaining accessibility for the Navy, NOAA, state park visitors and cruise ships visitors.

Initial costs (Year 1) include labor and materials for security along with planning costs and initial utility and street work. Years 2-5 include the initial construction of the mega-yacht and commercial marinas and the harborwalk, as well as demolition of the existing buildings. At the end of the fifth year, approximately 50% of the utility infrastructure will be completed, along with all of the mega-yacht slips and half (50) of the commercial marina slips. The Village Marketplace commercial area (Petronia Street extension) will also be completed in this phase with approximately 22,000 square feet of retail, 11,000 square feet of office space along with 9 residential units for live-work opportunities.

In the next development phase, Years 6-10, the infrastructure is essentially completed. Another 51,000 square feet of retail and 25,000 square feet of office space will be developed and the commercial marina will be completed, generating annual operating revenues of over \$2 million. The harborfront boardwalk will also be extended from the Hilton Pier to the north, along with a portion of the related recreational facilities.

In the last phase (Years 11-20), the open space/harborwalk is completed and the light industrial uses permitted in the HRCC-4 zone will be developed, along with the remaining retail, office and residential space. This latter development may carry over into later years depending on market conditions. The following sections detail the information on which the various cost items were developed.

Utility	Cost	Comments
Electric	\$678,900	Navy electrical on Navy property, city responsible for remaining property. Cost is for replacement to Keys Energy Services standards.
Sewer	\$900,000	10" Force Main OK, grinder pumps are installed at developments. Navy in charge from Navy property line, no easements. City installs 4200 LF of force main, 26 simplex lift stations, 1 duplex lift station
Storm Sewer	\$1,400,000	City to install 14 injection wells and all associated piping for separate system (\$100,000 each), Navy maintains easement across City property to outfall
Water	\$1,050,000	City to install all new water lines (8,900 feet) for City property, Navy maintains separate water with easements
Communications	\$200,000	City installs their communication needs, Navy maintains current system with easement, may want to install new secure communication line (Communication needs unknown at this time)
Total	\$4,228,900	

8.3.1. Infrastructure

8.3.1.1. Utilities

The table above indicates the estimated costs associated with the installation of the major new utility systems at Truman Waterfront. Construction is estimated to spread over the first 10 years of development, as needs occur.

8.3.1.2. Roads & Streets

The need to build new access to and through the site, while maintaining access for the Navy, the Mole Pier, NOAA and the Fort. Approximately three-quarters of the costs will be expended in the first five years.

NEW ROADS	# OF UNITS	UNITS	UNIT COSTS	TOTAL
Parking Lot and entrance road at the Seminole Battery Site	1	Lump Sum	\$346,600.00	\$346,600.00
Additional small parking lot and road at East Quay	1	Lump Sum	\$175,000.00	\$175,000.00
Main Road- Southard St. to Parking Lot, Navy Access Road) (1820' long, 40' wide: 30' road, 10' bike path)	8,090	S.Y.	\$20.00	\$161,800.00
Sidewalk for main road (10' wide)	18,200	S.F.	\$8.00	\$145,600.00
Petronia Street Extension (260' long, 20' wide)	580	S.Y.	\$20.00	\$11,600.00
Sidewalk for Extension (10' wide)	2,600	S.F.	\$8.00	\$20,800.00
Curbs for Roads Main road and Petronia St. Extension	4,160	L.F.	\$27.00	\$112,320.00
Service Road for East Quay (650' long, 10' wide)	725	S.Y.	\$20.00	\$14,500.00
Additional small paved areas(5 areas 20' x 20')	225	S.Y.	\$20.00	\$4,500.00
		Subtotal		\$992,720.00

8.3.1.3. Open Space/Harborwalk

Total costs for development of the open space, recreational facilities and the extension of the waterfront boardwalk along the East Quay is expected to cost \$4,650,000 based on estimates

prepared by the City for landscaping and amenity features totaling \$300,000 per acre and applied to the 15.5 acres of non-developed land within the project area. It is anticipated that some of the funding for these elements will be available from State or Federal grant sources.

8.3.1.4. Demolition

The cost to demolish and remove the seven buildings included on the remaining property (not including the Mess Hall) is estimated at \$940,000 based on local estimating sources. These costs assume no unusual conditions are encountered, that all hazardous materials have been removed and that some of the material can be salvaged. Approximately 28% of the costs are for demolition and removal of the concrete slabs in and around the buildings. These costs do not include slab removal for building #103 due to its 5'-8' thickness. This slab will be left in place and incorporated into the redevelopment plan.

8.3.1.5. Marina Construction

Based on estimates from similar development elsewhere in Key West, the cost to build a 100 slip commercial/professional marina with floating docks and an average slip size of 35' is \$2,695,000. The mega-yacht marina, featuring 20 slips up to 150' long, is estimated to cost \$3,210,000 for a total of \$5,986,000. Marina construction will begin as soon as possible with the 50 of the commercial and the 20 mega-yacht slips constructed in the first 5 years along with the remaining 50 commercial slips built in the second 5-year period. Operating costs, based on the City's current experience with the Key West and Garrison Bight marinas, are estimated at \$600,000 and \$250,000 per year respectively, and are deducted from the estimated annual revenues.

8.3.2. Initial Conveyance Costs

Costs associated with completing the acquisition of the property by the LRA are estimated to total approximately \$895,000 over the first 5 years of development. These are detailed in the following table. These costs included mandated planning studies, maintenance, security and operational costs during the initial redevelopment period.

INITIAL CONVEYANCE COST

(Needed to take ownership of property)

Materials	Costs	Comments
6' High Fencing (2200' @ \$18/ft)	\$39,600	Fencing along the East Quay, Building 1287, along ramp, Building 104
Plastic Water filled Barriers (200' @ \$85/ft)	\$17,000	To separate parking lot from East Quay
Safety Equipment for East Quay	\$8,000	Ladders, Throw rings
Temporary Petronia Street Extension	\$7,000	Bike and Pedestrian only
Securing of Buildings	\$10,000	Locks, chains, plywood
Securing grounds	\$6,500	Fill holes, fix manholes, etc
Signage	\$5,000	For entry points, hours, warnings, etc
	SUBTOTAL	
	<u>\$93,100</u>	
Labor		
Security	\$122,640	24 hour security - per year
Grounds Maintenance	\$65,000	Recreation - Labor 2 Maintenance Workers -per year
	SUBTOTAL	
	<u>\$187,640</u>	
Other		
Utilities	\$100,000	Electricity, water, trash removal per year
Security	\$53,000	Equipment & vehicle
Grounds Maintenance	\$35,000	Recreation - Equipment, Truck and tractor
	SUBTOTAL	
	<u>\$188,000</u>	
Planning		
Quality of Life Study	\$125,000	Not needed if extension is given for existing grant, \$125,000 in existing budget
Structural Evaluation of Buildings	\$25,000	Evaluation of Buildings 1287, 102, 103, 104, 189, 84
Consulting Services (Curtis & Kimball)	\$35,000	General Consulting
Transportation Studies	\$40,000	As required by transfer
Marine Feasibility/Finance Study	\$50,000	Market, environmental and engineering feasibility
Master Planner	\$75,000	Development of the Master plan for the Truman Waterfront
Berthing Assessment for Outer Mole	\$20,000	To determine needs of the cruise ship industry
Utility Analysis	\$20,000	Electrical analysis of existing buildings, additional utility studies
Additional Consulting Services	\$25,000	Any additional consulting not covered in budget including Engineering Services
Surveying	\$12,000	For laying out of individual parcels
	SUBTOTAL	
	<u>\$427,000</u>	
	TOTAL	
	\$895,740	

8.4. Property Maintenance

An estimated \$300,000 per year is included as an offset to the revenue stream to cover costs of security and maintenance for the Truman Waterfront EDC area after the initial five year period which is covered above.

8.5. Revenues

Revenues from the redevelopment of the Truman Waterfront come from two primary sources – the leased land value from the commercial and residential development, and the net revenues from the operation of the marinas. Minor revenues may be generated from parking meters and from concession leases within the open space/harborwalk area. In addition, property tax revenues will be generated by the private development on the site, which may also be applied to

offset development costs through the use of a tax increment district. However, such funds would not be immediately available.

The revenue from the development of the retail, office, industrial and residential property is based on the estimated capitalized rental value less the cost to construct these facilities. As detailed in the market analysis section of the EDC application, the types of commercial uses envisioned in the Reuse Plan include small, family-based entrepreneurial ventures similar to what currently exists in Bahama Village. This includes retail shops for craftspeople and artisans, affordable live-work opportunities and small office spaces for service-oriented organizations. The light industrial uses are focused on marine-related activities that rely on the location near the harbor. Estimated market rents for built space range from \$12 to \$20 per square foot per year (triple net), which when capitalized (accounting for reasonable vacancy and overhead costs) result in values ranging from \$90 to \$120 per square foot. Subtracting estimated construction costs (excluding land value) leaves the net residual land value, which ranges \$5 to \$25 per square foot, depending on use (in other words, this is what a developer would be willing to pay for the right to develop these uses in this location, according to the City's existing land development regulations). This land value is then translated into annual land lease revenues per square foot of developed (built) space. Lease revenues over the development period totals approximately \$3.9 million.

Marina revenues are based on estimates from the City's operation of the Key West Bight and other marinas in the City. Net revenue per slip, after accounting for direct operating expenses, are approximately \$28,500 per year for the mega-yacht facilities and \$7,800 per year for the commercial marina. Once completed, these 20 and 100 slip facilities generate nearly \$1.4 million in annual revenues, resulting in a total 20-year contribution of over \$22 million.

8.6. Net Cash Flow

The forecast of revenues and expenses for the redevelopment, shown in the summary table above, indicates that the project will require subsidization over the first 5-10 years. Net cash flows are negative in the first five years, reaching "breakeven" sometime in the second five year period as the remaining marina slips are brought on-line. This negative balance of over \$8 million indicates the additional investment that must be made in the project. At the end of the 10th year, a negative cumulative cash flow balance of over \$7.4 million remains, however,

annual cash flows are positive. By the end of 20 years the development shows positive annual cash flows resulting in a total positive “return” of just under \$4 million. However, this return does not include financing costs necessary to carry out the development. The relatively small return reinforces the need for public investment and leadership by the City in order to successfully redevelop the excess property according to the approved Reuse Plan.

8.7. Funding Sources

The City of Key West intends to begin the redevelopment of the Truman Waterfront upon transfer of the property, utilizing existing and contemplated funding from its general fund, local utility agencies, grants and from borrowed funds, if necessary. As previously shown in the application, the City has the financial and management capability to undertake a project of this magnitude. It is anticipated that grant funding, along with general fund contributions, will fund much of the open space/harborwalk costs while revenue bonds will be used for the marinas and the mixed-use development. Private development sources will be utilized to the extent possible as well. Utility construction may be funded in part by the various providers, with repayment from anticipated rate-based (regulated) revenues.

The City of Key West has established and utilized several *tax increment districts* through a Community Redevelopment Authority (CRA) in order to assist in the financing of public infrastructure for important projects. As part of the Bahama Village Redevelopment Plan, a CRA was established most of the neighborhood, with revenues generated from increased tax values earmarked for community improvements, including the enhancement of Petronia Street. It was envisioned at the time that the CRA district could be enlarged to include the Truman Waterfront area. A tax increment district for the EDC area would permit a portion of the municipal tax assessment to be ‘captured’ and redirected to localized needs. Based on a preliminary estimate of taxable value for the EDC parcels once completely built out, it is estimated that a total of about \$150,000 per year could be realized. This, in turn, could support revenue bonding of approximately \$2 million that could be applied toward development costs. However, during the first ten years of development, TIF-based funding will be limited.

9. Investment Tracking Mechanism (7 Year Reinvestment)

The LRA will establish an investment tracking procedure that will permit the analysis of all revenues and expenditures relating to the Truman Waterfront redevelopment. The City Finance Office anticipates the creation of one or more enterprise funds for the project, which will allow for the tracking of funds flows and for equitable allocation of joint costs such as the installation of utilities. All EDC-related costs will be identified in a separate enterprise account and budget changes subject to comment by the Navy through the use of a recoupment clause in the transfer documentation.

Recommended Recoupment Clause

All proceeds collected or received by the City from the sale or lease of any portion or all of the Property during the first seven (7) years after the date of the transfer of the Property to the City shall be used to support the economic development or redevelopment of, or related to, the Property (as defined in the Act, as amended by the National Defense Authorization Act for Fiscal Year 2000). An annual financial statement certified by an independent Certified Public Accountant shall be submitted to the Government which describes the use of all sale and/or lease proceeds from the Property collected or received by the City. If after review of the annual financial statement it is determined that such proceeds were not used to support economic development or redevelopment of, or related to, the Property, the City shall repay to the Government 100% of proceeds that are not appropriately so used or reinvested.

10. Job Generation

The successful redevelopment of the Truman Waterfront is anticipated to create numerous employment opportunities for Key West citizens. The following table estimates the number of jobs by land use classification. A substantial number of these jobs are expected to be filled by individuals living in the residential units included in the mixed-use components.

Employment Generation	S/F	Direct Jobs
Retail (50% FTE)	141,898	142
Office	84,902	243
Light Industrial	27,905	37
Residential	84,226	-
Mega Yacht Marina (slips)	20	3
100-Slip Commercial Marina (slips)	100	5
		<hr/>
		430

PAGES FROM BASE REUSE PLAN

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.

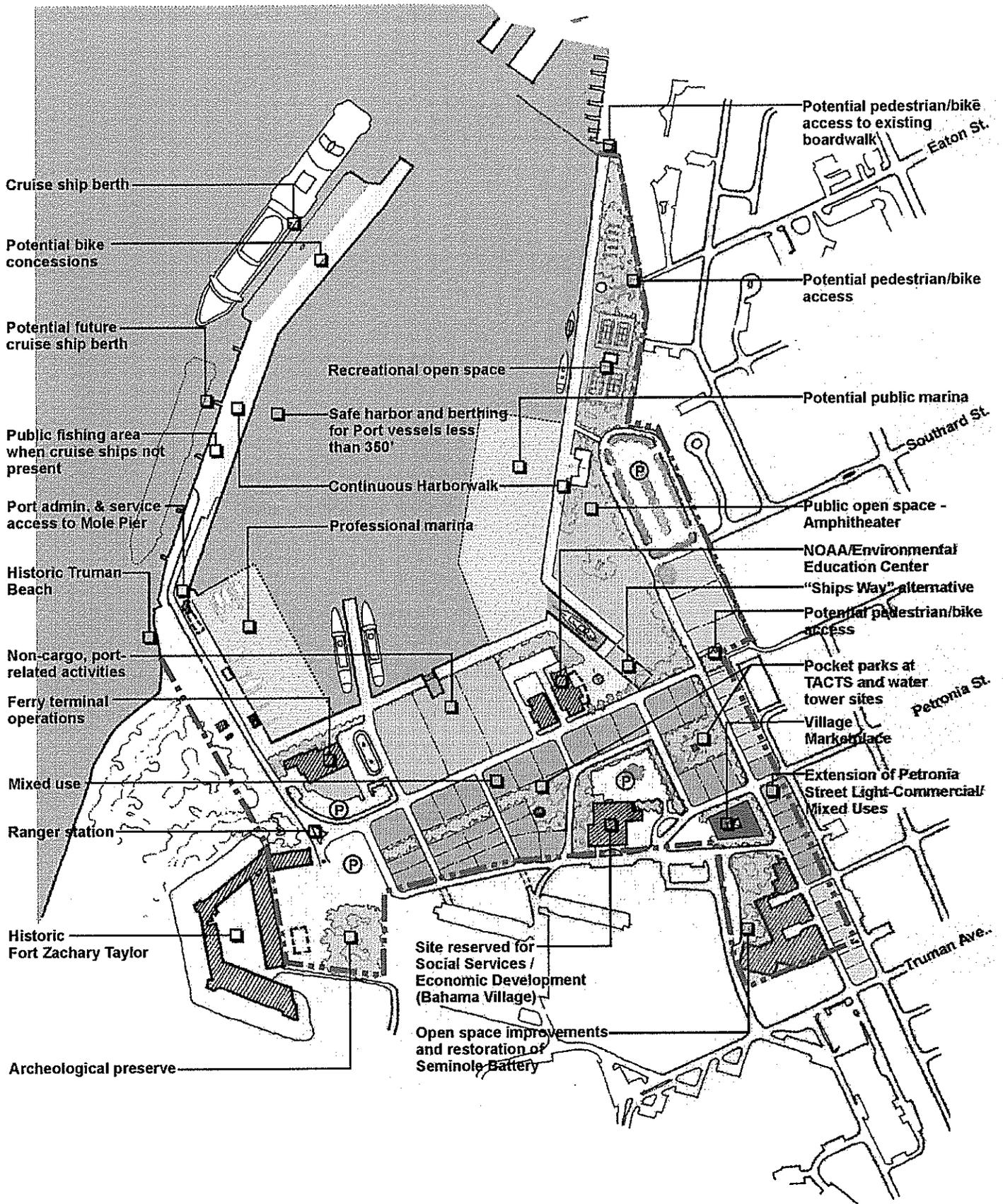
1. Recreation and open space areas linked through multimodal green ways and view corridors

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
- Ⓟ PARKING

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



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 \leq 6 Residents
- Places of Worship
- Business and Professional Offices
- Commercial Retail Low Intensity \leq 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.

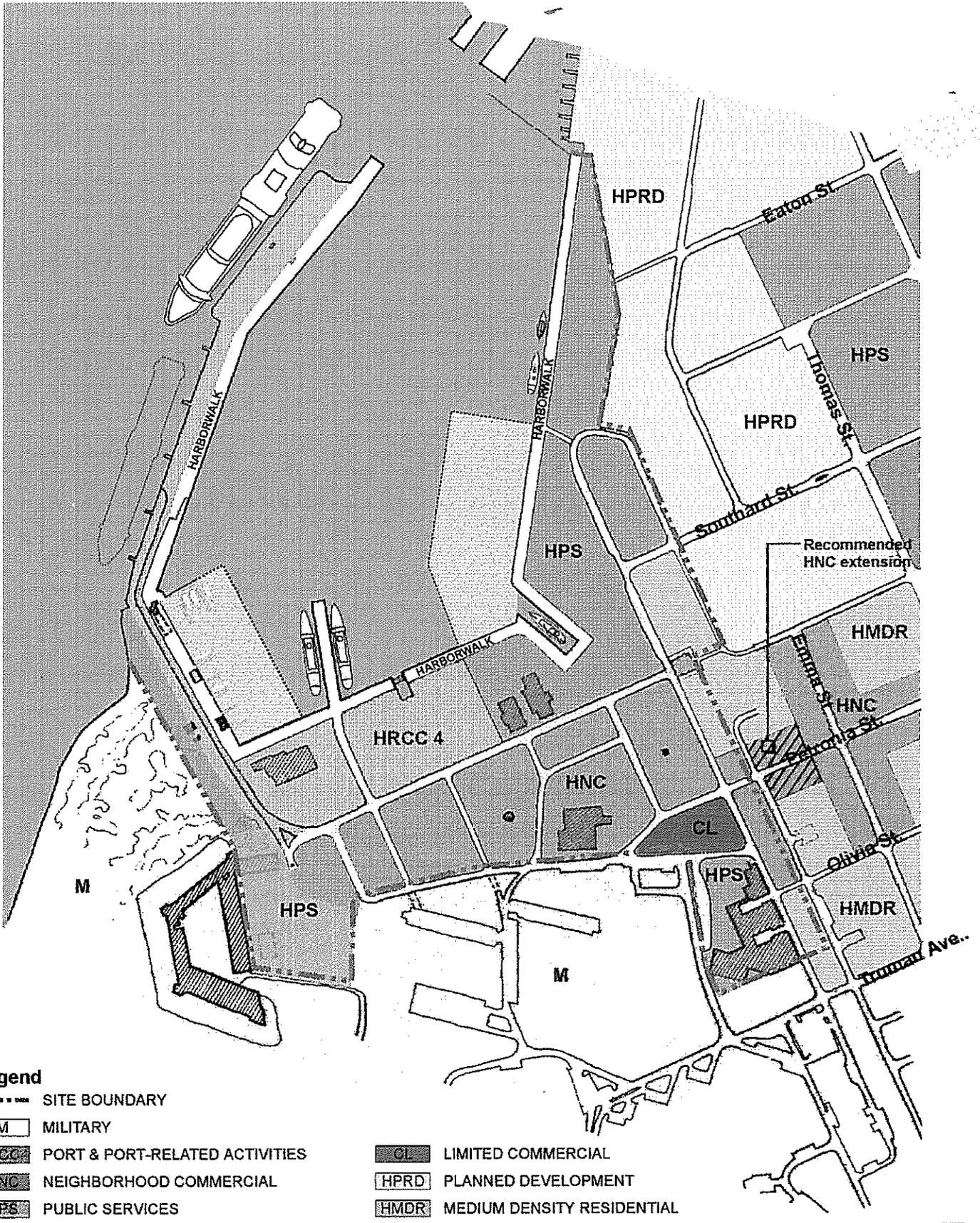
The designation of land use category is intended to provide a management framework to allow the proper development of the Truman Waterfront while preserving the residential

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 \leq 6 Residents



Legend

- SITE BOUNDARY
- M MILITARY
- HRCC 4 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

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

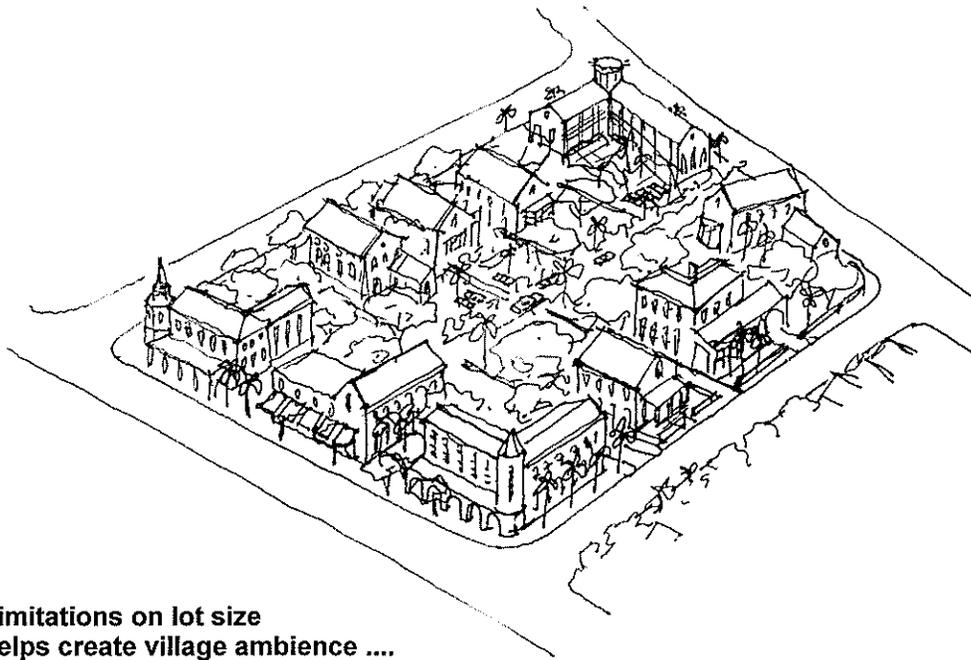


Neighborhood Photos, Photo B

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

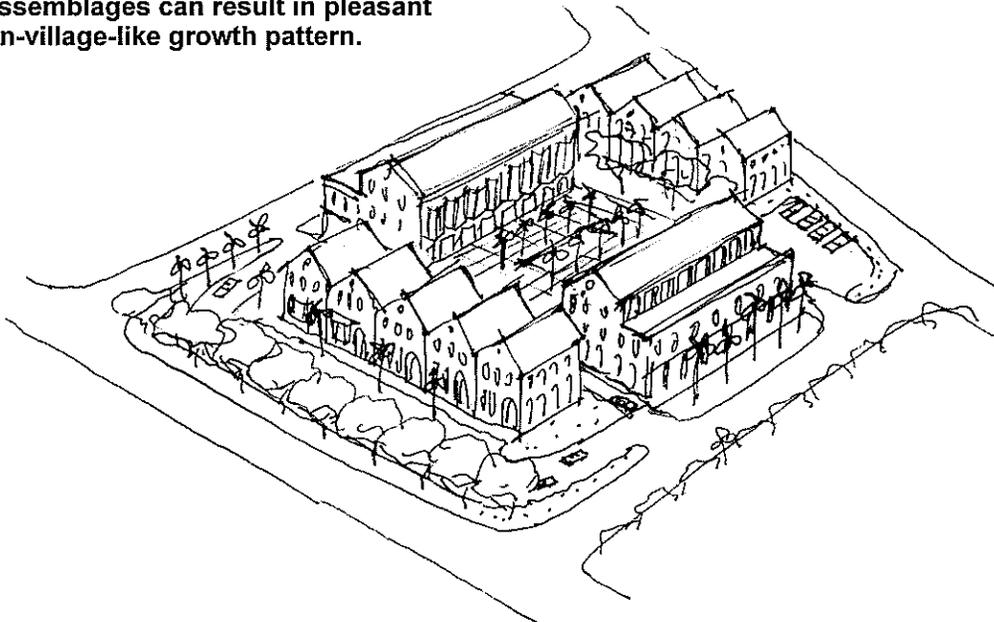


BERKELO - AJAMIL
& PARTNERS - INC.



**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**



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.

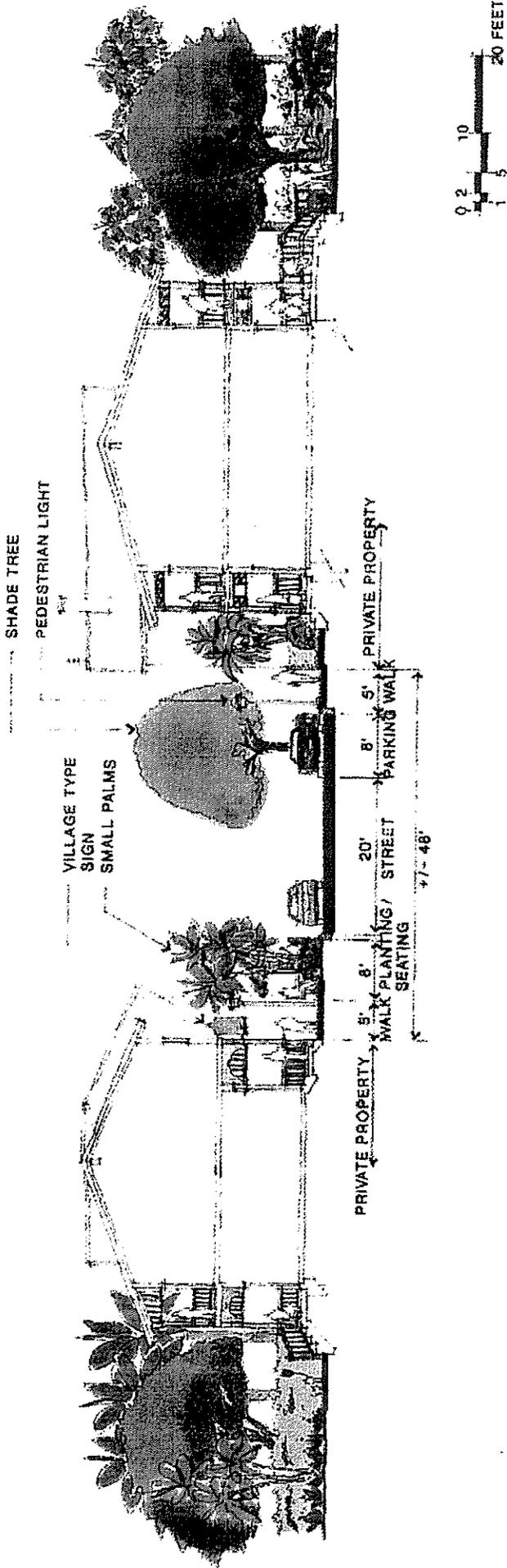


Figure VI.5
 Village Street Section
 TRUMAN WATERFRONT
 KEY WEST FINAL BASE REUSE PLAN



Not to Scale



ERNESTO ANGLADE
 & PARTNERS, P.A.

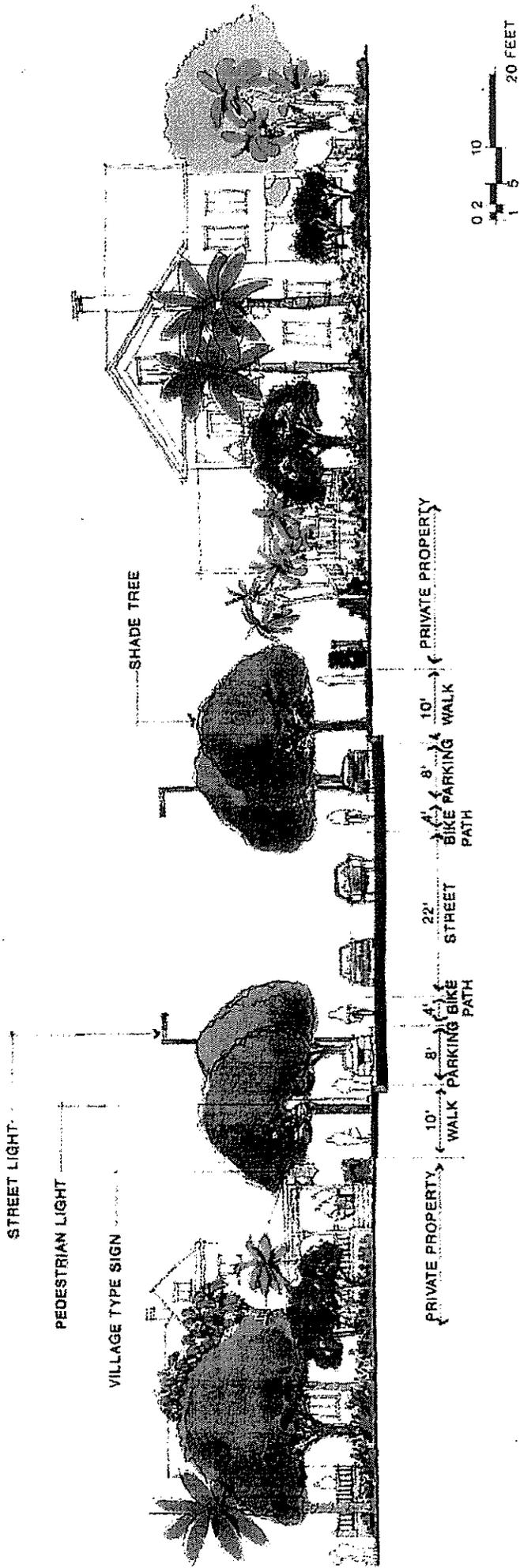


Figure VI.6
 Neighborhood Commercial Street Section
 TRUMAN WATERFRONT
 KEY WEST FINAL BASE REUSE PLAN

Not to Scale



Additional considerations when planning around existing development include:

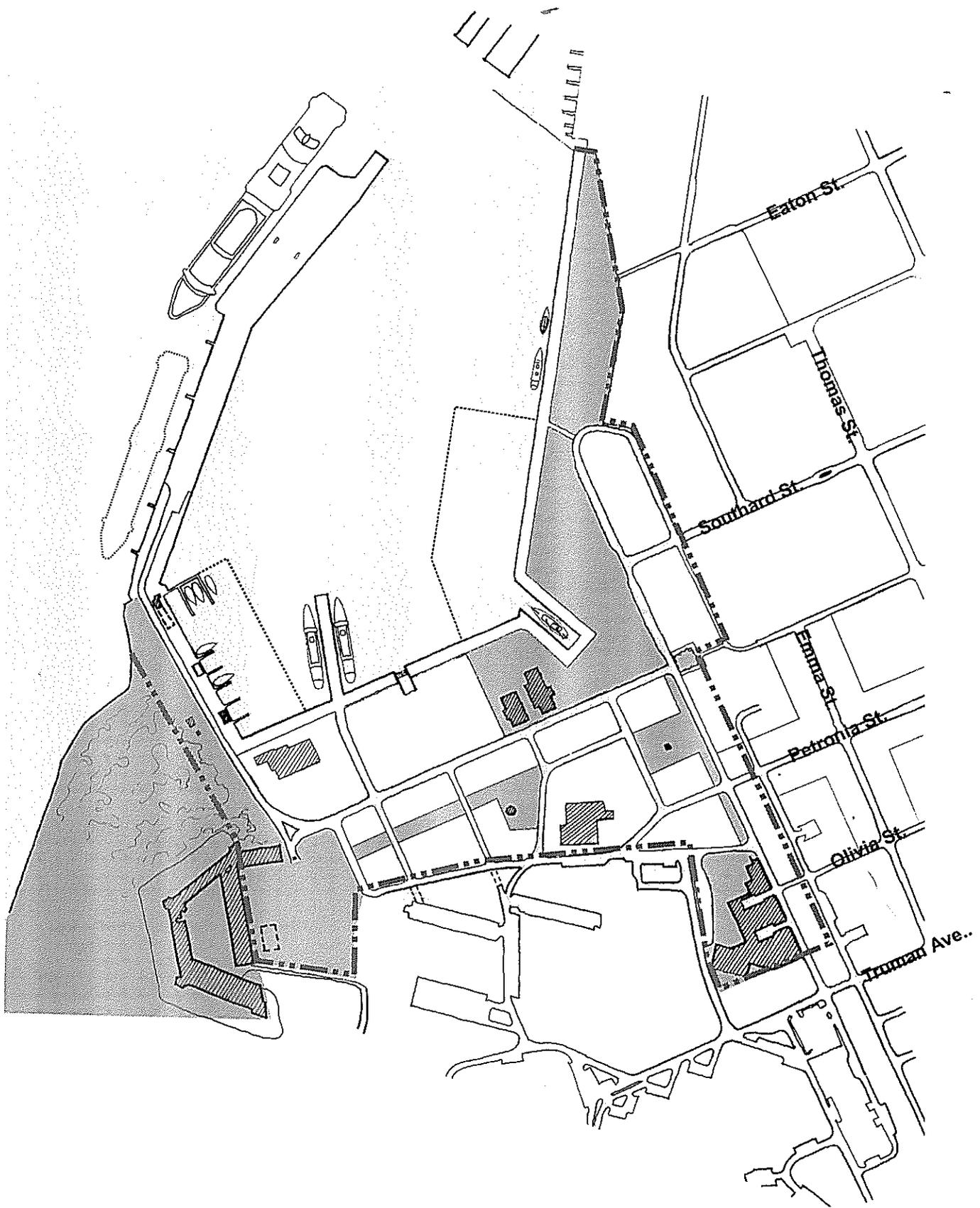
- *Old road systems or parking lots* which are outdated or do not conform to the proposed use should be removed to accommodate the new site system.
- *Existing buildings* adjacent to a proposed use should be reviewed for possible exterior remodeling such that they be compatible with surrounding development.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



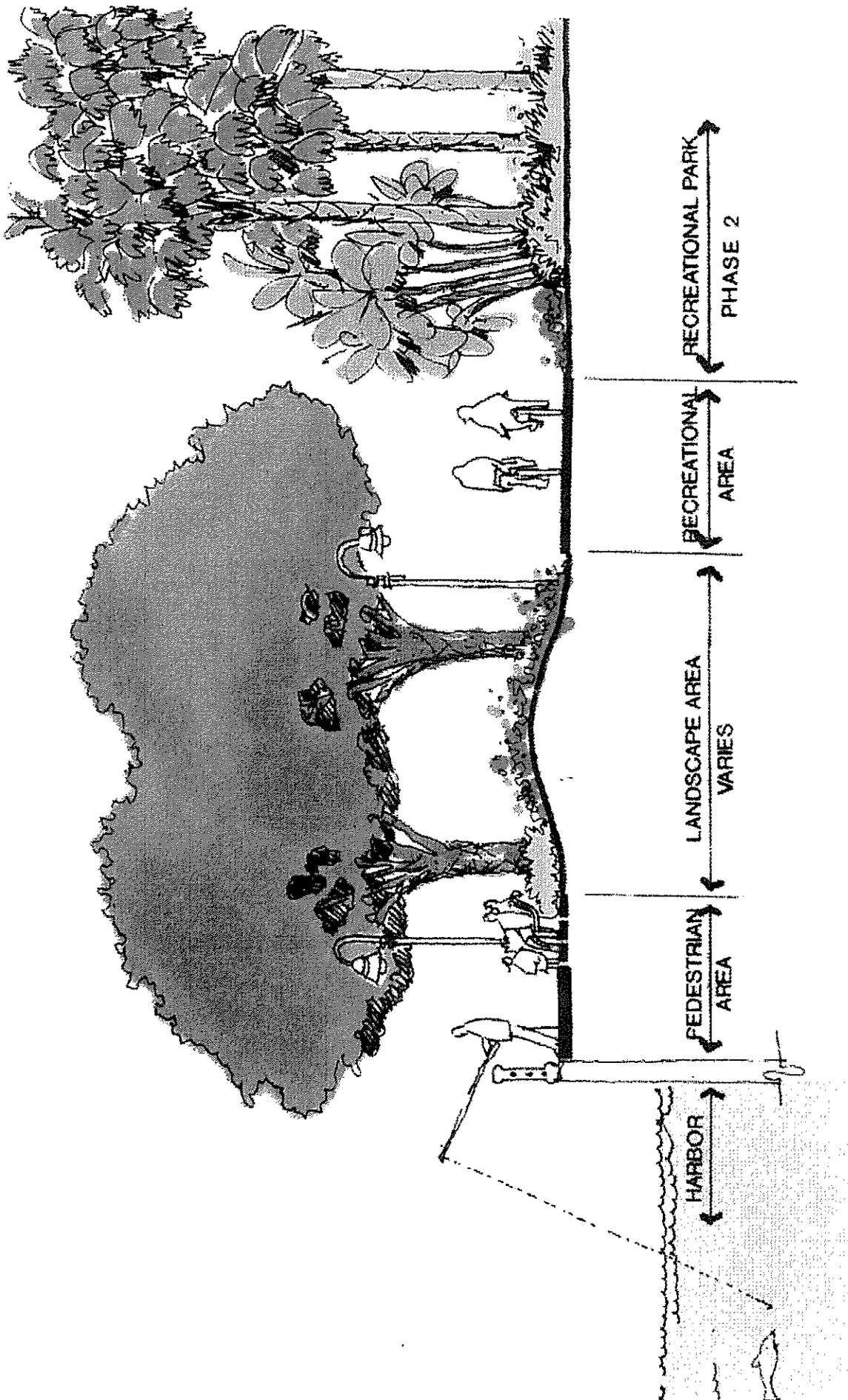


Figure VI.8
 Harborwalk 'A'
 TRUMAN WATERFRONT
 KEY WEST FINAL BASE REUSE PLAN

Not to Scale



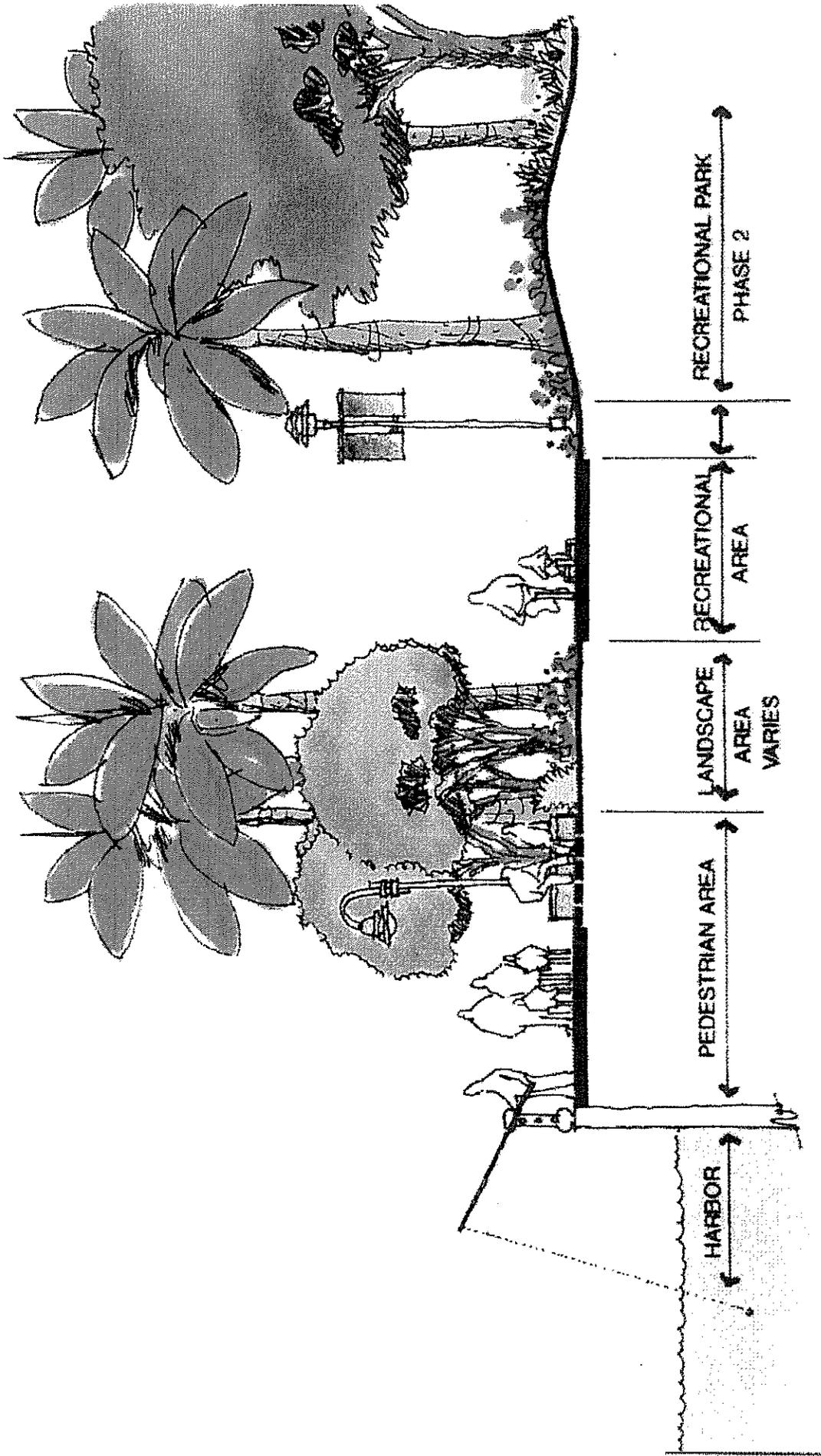


Figure VI.9
 Harborwalk 'B'
 TRUMAN WATERFRONT
 KEY WEST FINAL BASE REUSE PLAN



Not to Scale



ERNEST & ANNE
 & PARTNERS, P.C.

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.

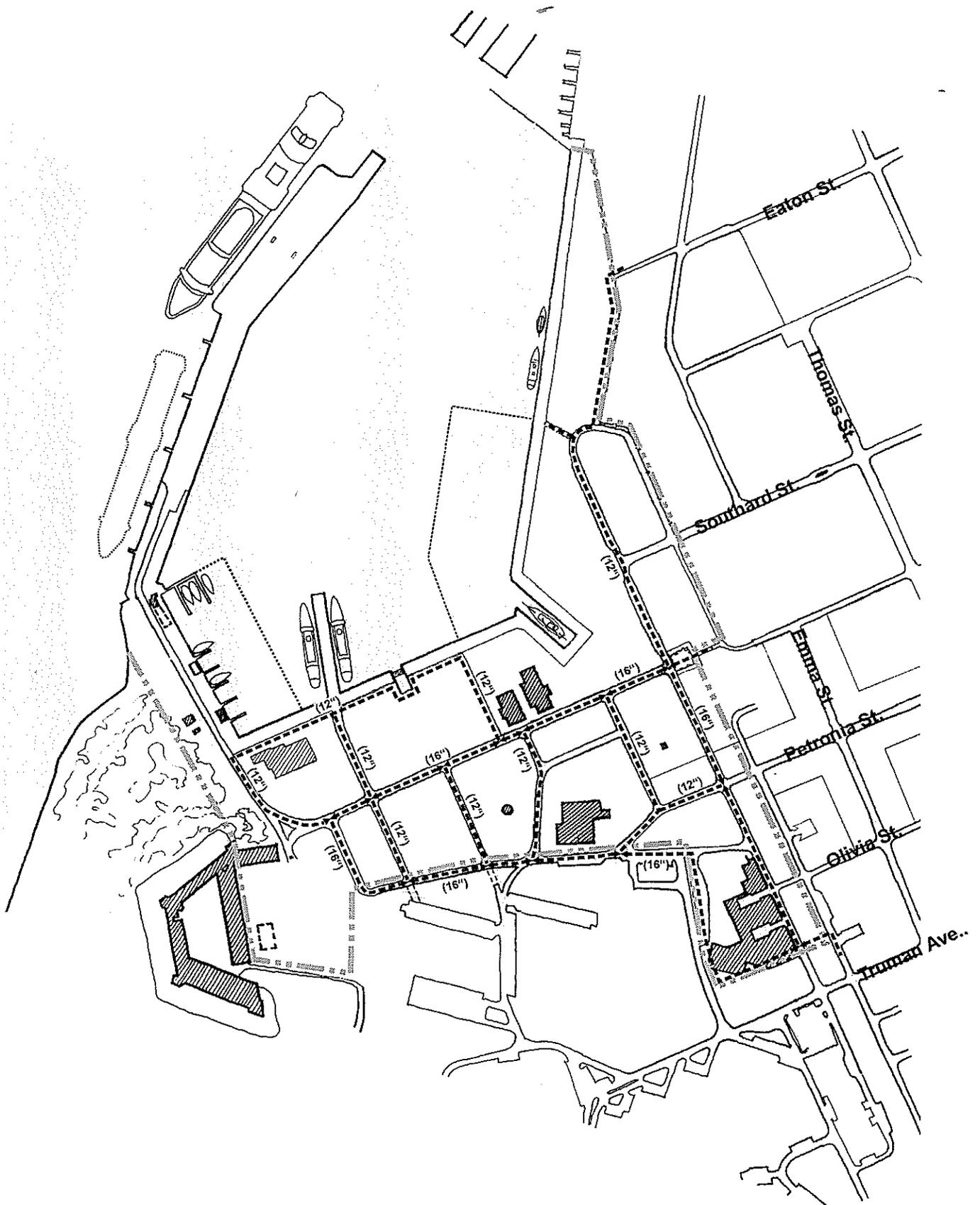
Existing On-site Conditions

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



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

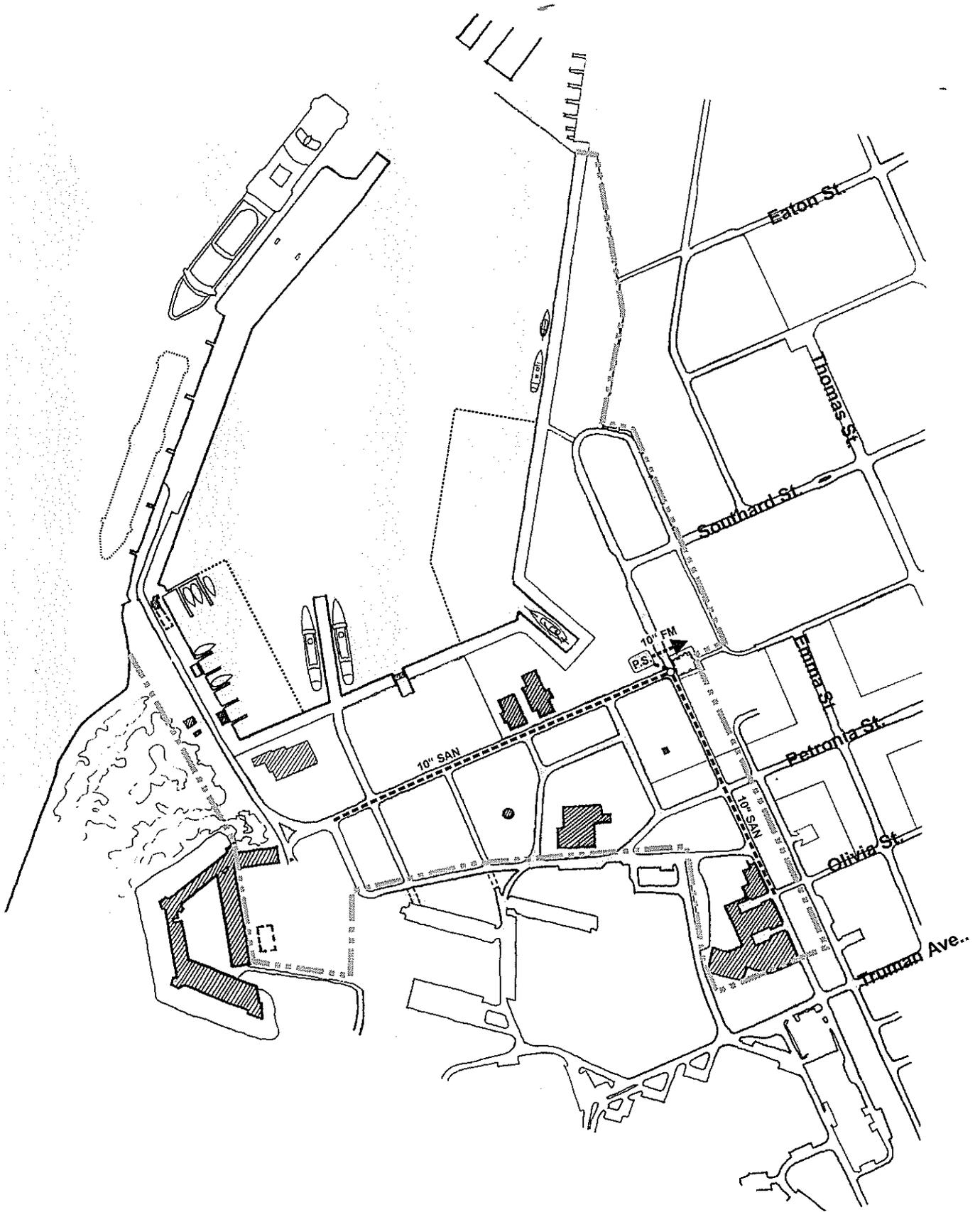
The City is presently engaged in a program of stormwater system improvements, targeted only at areas which experience most severe flooding due to limited funding, where three-chamber collection basins are installed to provide retention and treatment prior to disposal in injection wells. However, none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

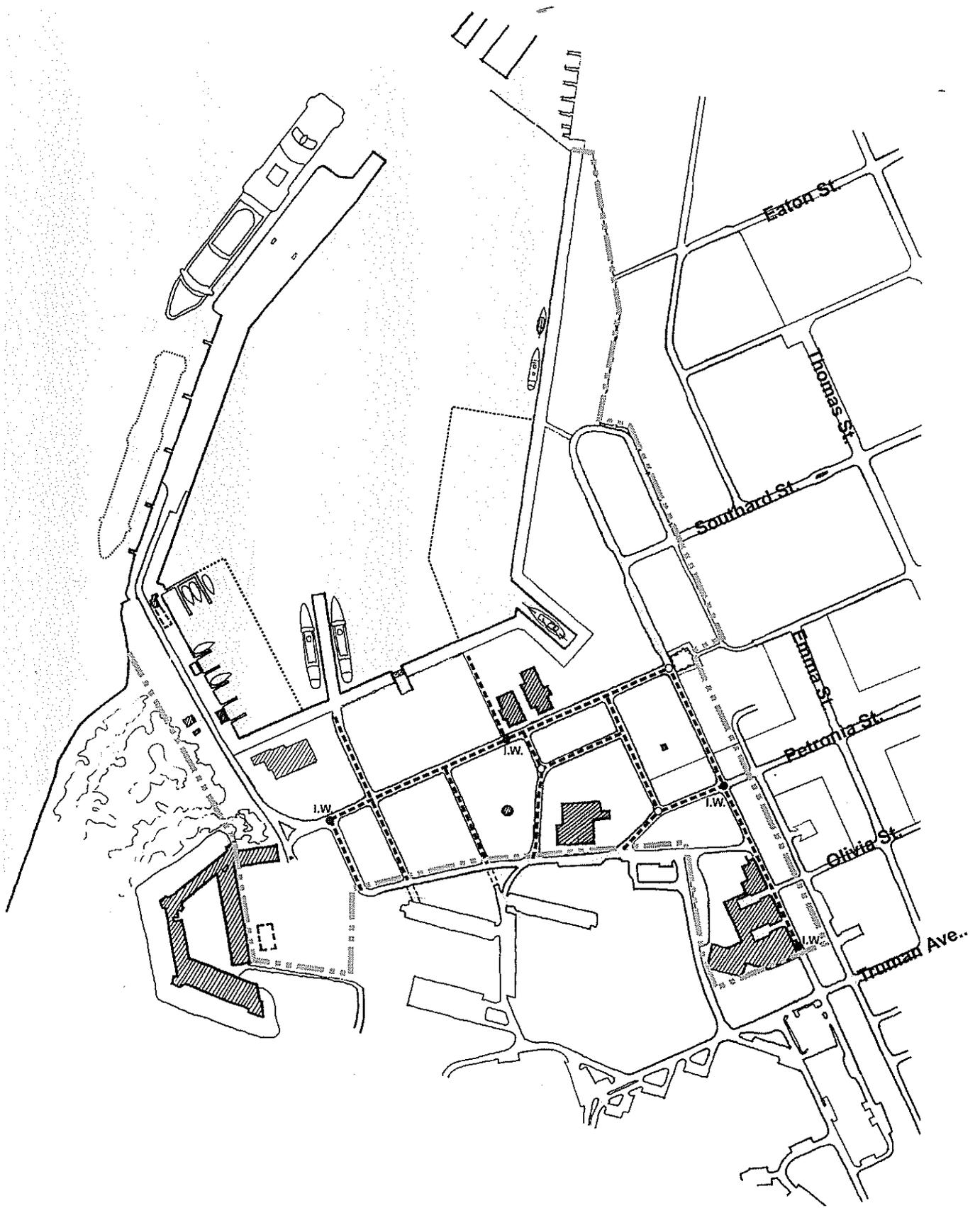


Legend

- 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





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



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.

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.

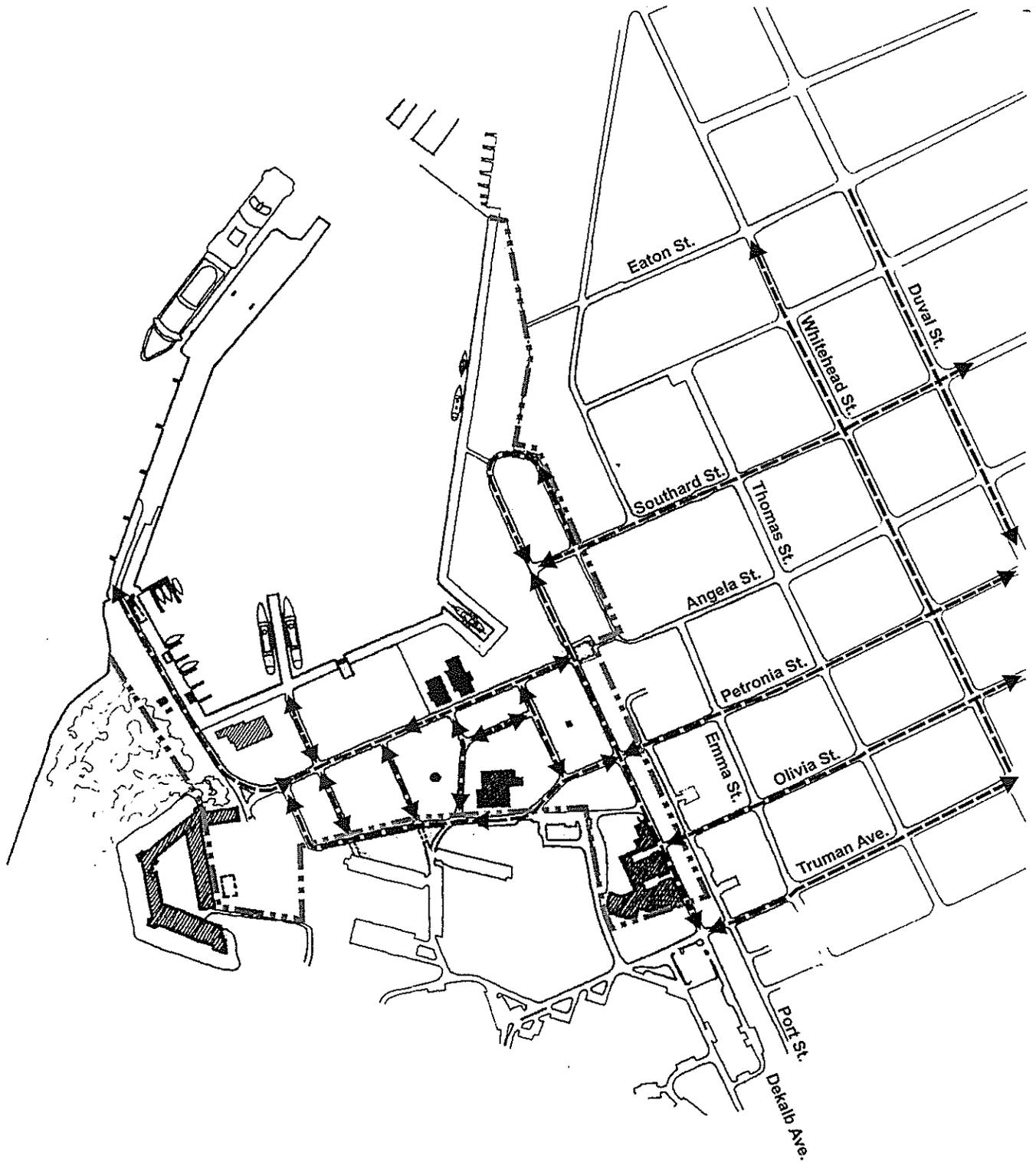
Vehicular Circulation

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



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

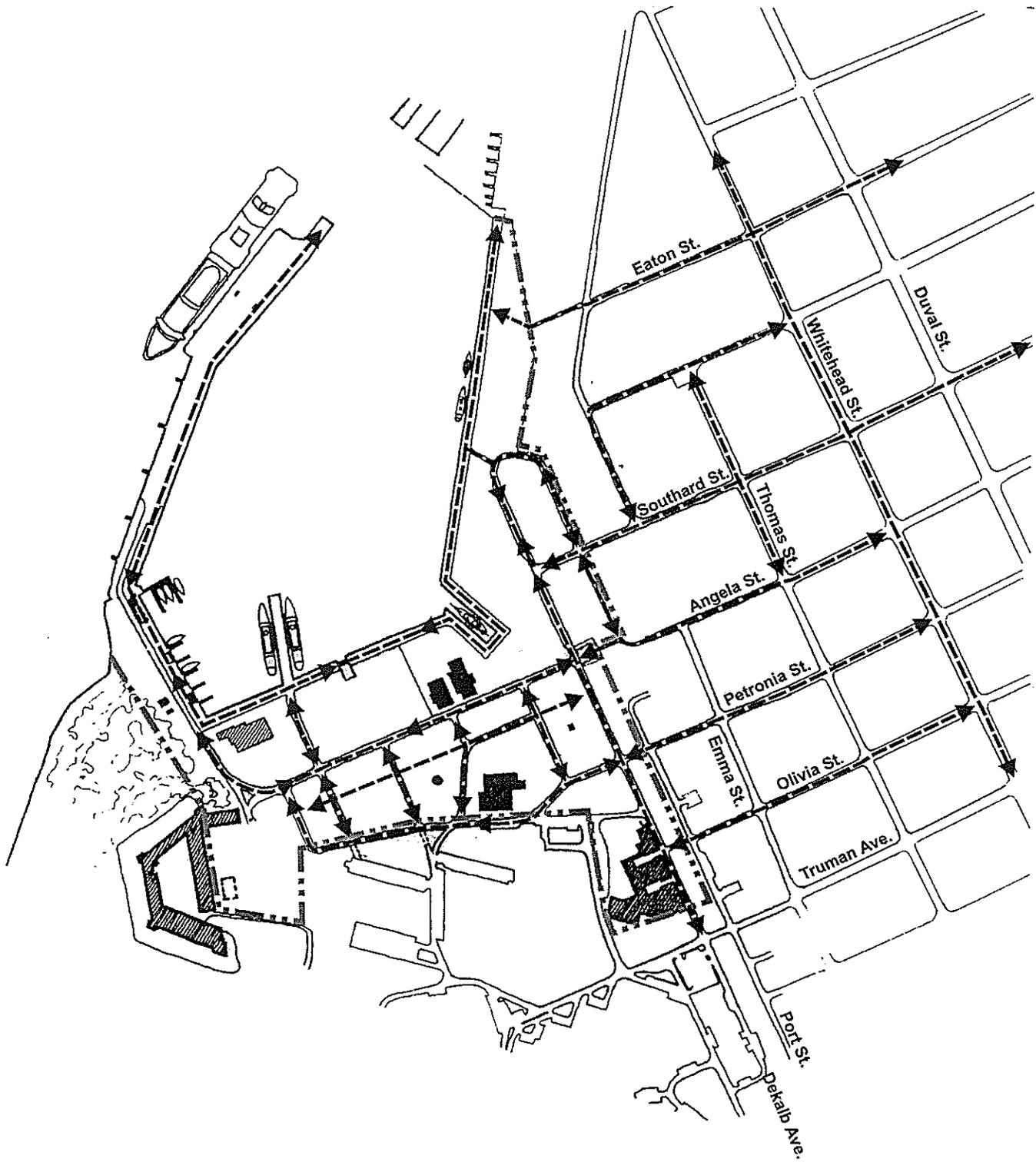
The City of Key West Comprehensive Plan, 1993, indicated that the City is adopting plans for developing bicycle and pedestrian ways which will connect residential areas to recreational areas and major activity centers. The City will incorporate provisions, as part of the land development regulation, 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

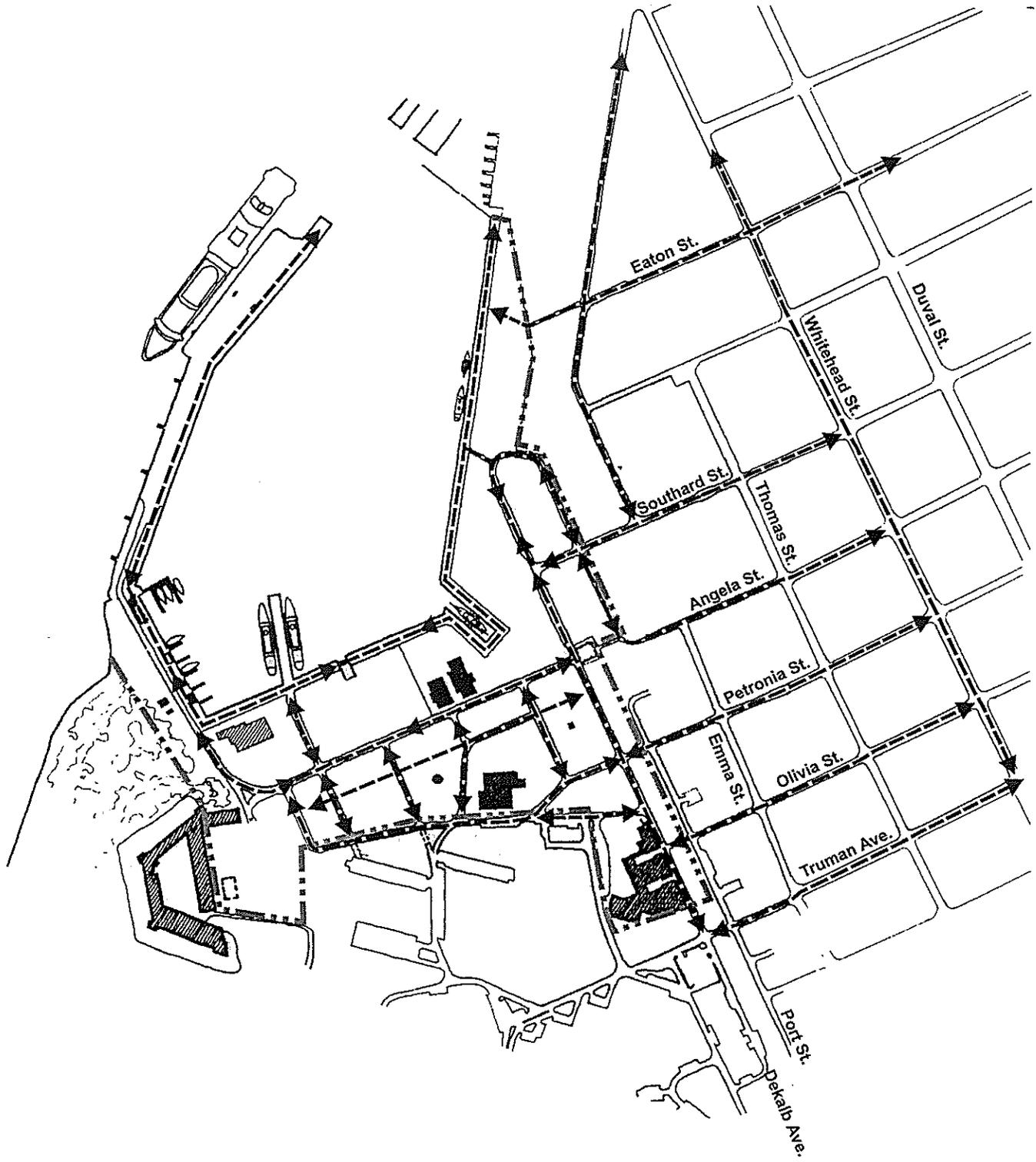


Legend

- SITE BOUNDARY
- ←-----→ AREA OF CIRCULATION

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





Legend

- SITE BOUNDARY
- ←-----→ AREA OF CIRCULATION

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

↑
 Not to Scale



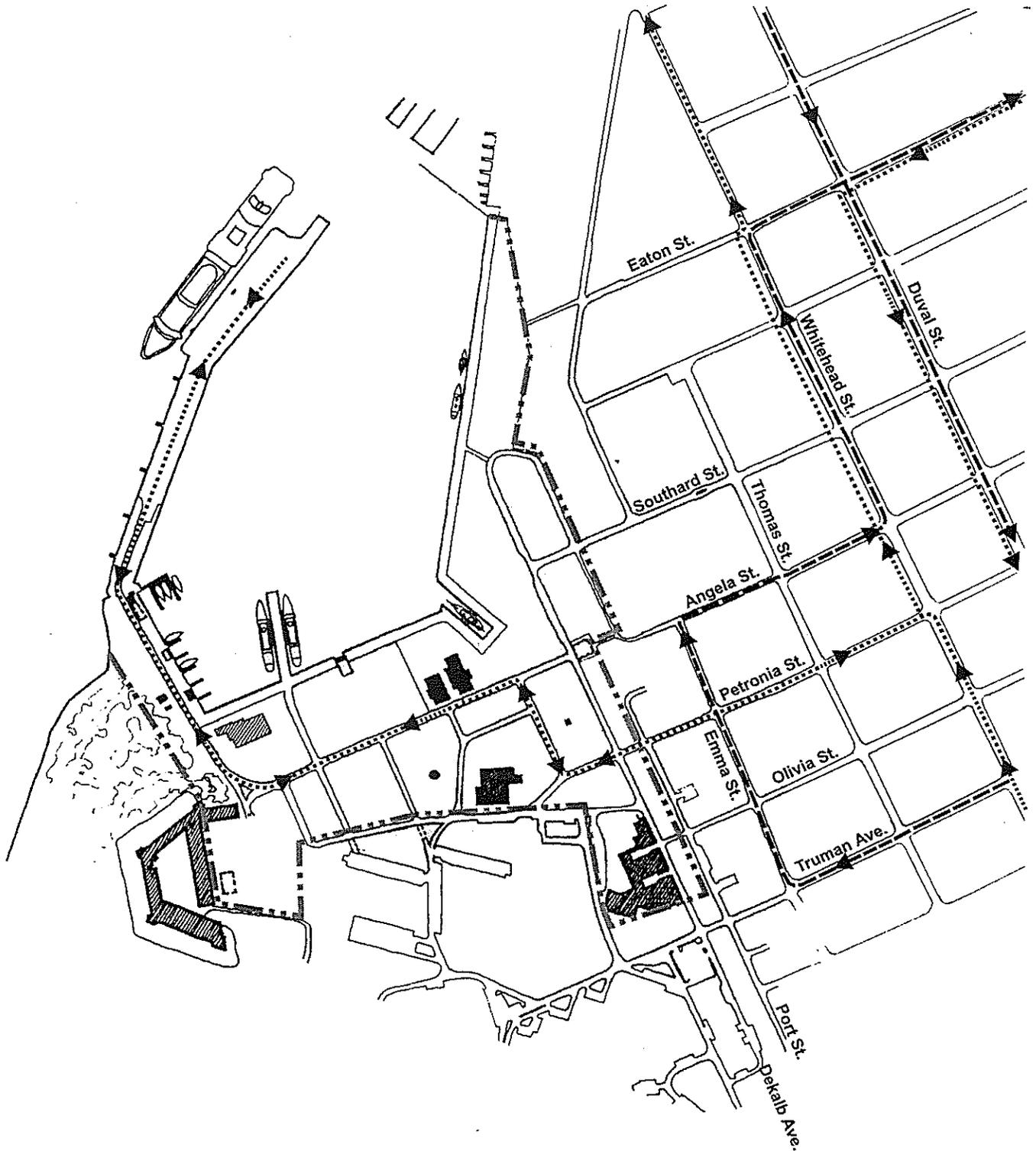
Truman Avenue, Emma Street, Southard Street, and Whitehead Street, as shown in Figure VI.16, Transit Services. Therefore, the Truman Waterfront site is well serviced by the existing transit and proposed shuttle services.

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.



Legend

- · · · — SITE BOUNDARY
- ← — — — — — → EXISTING ROUTES
- ← · · · · · → RECOMMENDED ROUTES

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



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:

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.

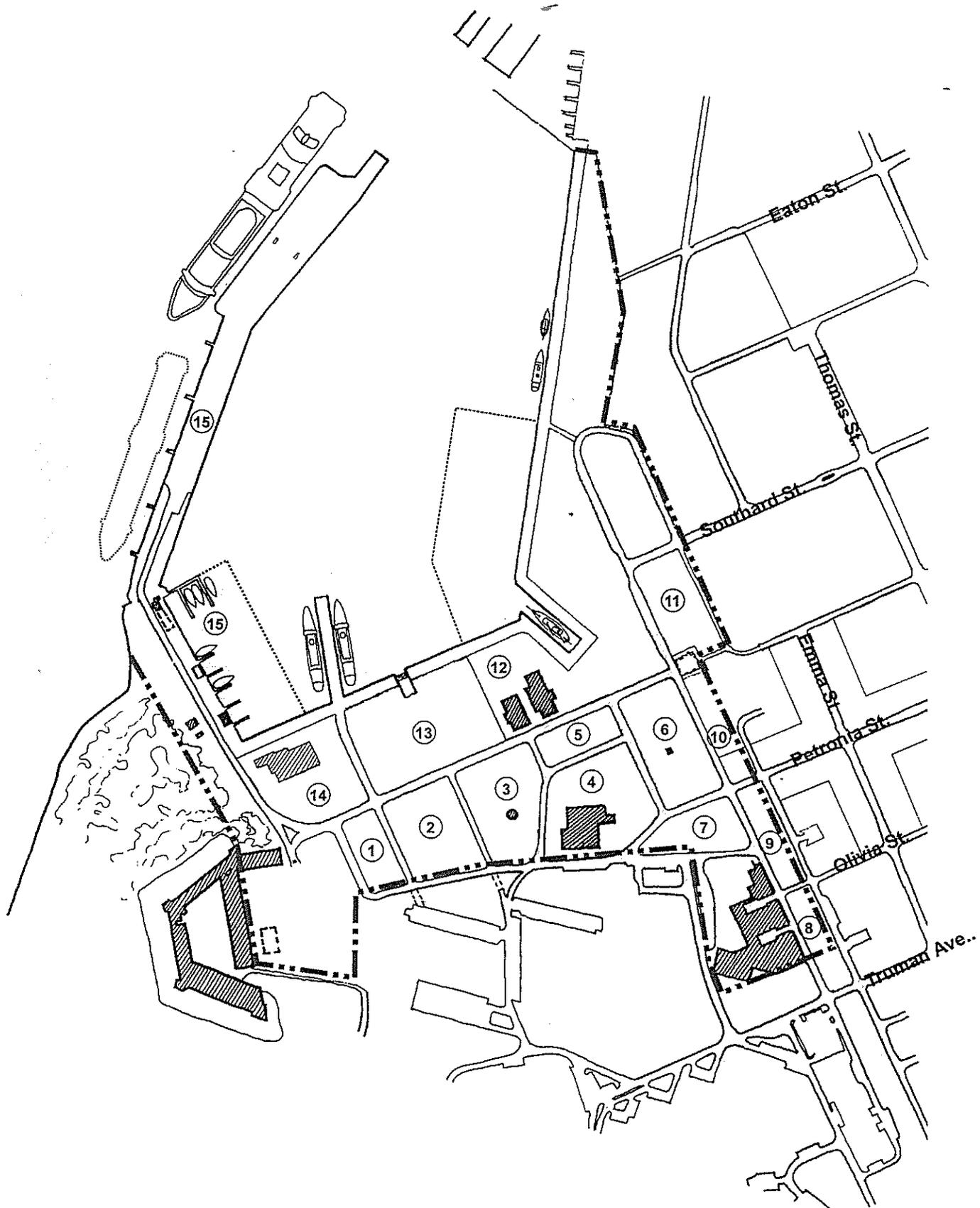
The removal of eyesores will be partially accomplished by the demolition of the torpedo buildings and the implementation of the improvements to the NOAA buildings in Block 12. The opening of the waterfront to the public will partially be achieved by the creation of a boardwalk. Designed for use by pedestrians, 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.



Legend
 - - - - - SITE BOUNDARY
 ① BLOCK GROUP

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

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 <u>12 Apt. Units</u> 15 Resid.	2,500 sq.ft. Retail
2	88,400	2.0	HNC-2	7 S.F. Units <u>19 Apt. Units</u> 26 Resid.	2,500 sq.ft. Retail <u>2,000 sq.ft. Office</u> 4,000 sq.ft. Comm.
3	98,150 w/o park 74,750	2.3 1.7	HNC-2	3 S.F. Units <u>19 Apt. Units</u> 22 Resid.	3,000 sq.ft. Retail <u>3,500 sq.ft. Office</u> 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 <u>2,000 sq.ft. Office</u> 4,000 sq.ft. Comm.
6	96,800	2.2	HNC-2	11 Apt. Units	8,000 sq.ft. Retail <u>1,500 sq.ft. Office</u> 9,000 sq.ft. Comm.
7	50,100	1.2	CL	Village Marketplace	12,000 sq.ft. Retail
8	20,000	0.5	HMDR	5 S.F. Units	
9	42,000	1.0	HNC-2/ HMDR	3 S.F. Units <u>8 Apt. Units</u> 11 Resid.	2,500 sq.ft. Retail <u>2,500 sq.ft. Office</u> 4,500 sq.ft. Comm.
10	44,100	1.0	HNC-2/ HMDR	4 S.F. Units <u>8 Apt. Units</u> 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

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) <u>3,500 sq.ft.</u> 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 CATEGORY¹**

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:

<u>Proposed Use</u>	<u>Assumption</u>
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.

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.

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
2 nd Cruise Berth	Dredge and Fill (Section 10, Rivers and Harbors Act, Section 404, Clean Water Act), as requested through 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
Entire site	Development Agreement	Impacts to coastal resources	City of Key West with ACSC review by DCA	Impacts to living marine resources; Environmental Impact Plan required
	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 through 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 through 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 through 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 fighting 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).

- #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 KWH 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 KWH 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 KWH/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.

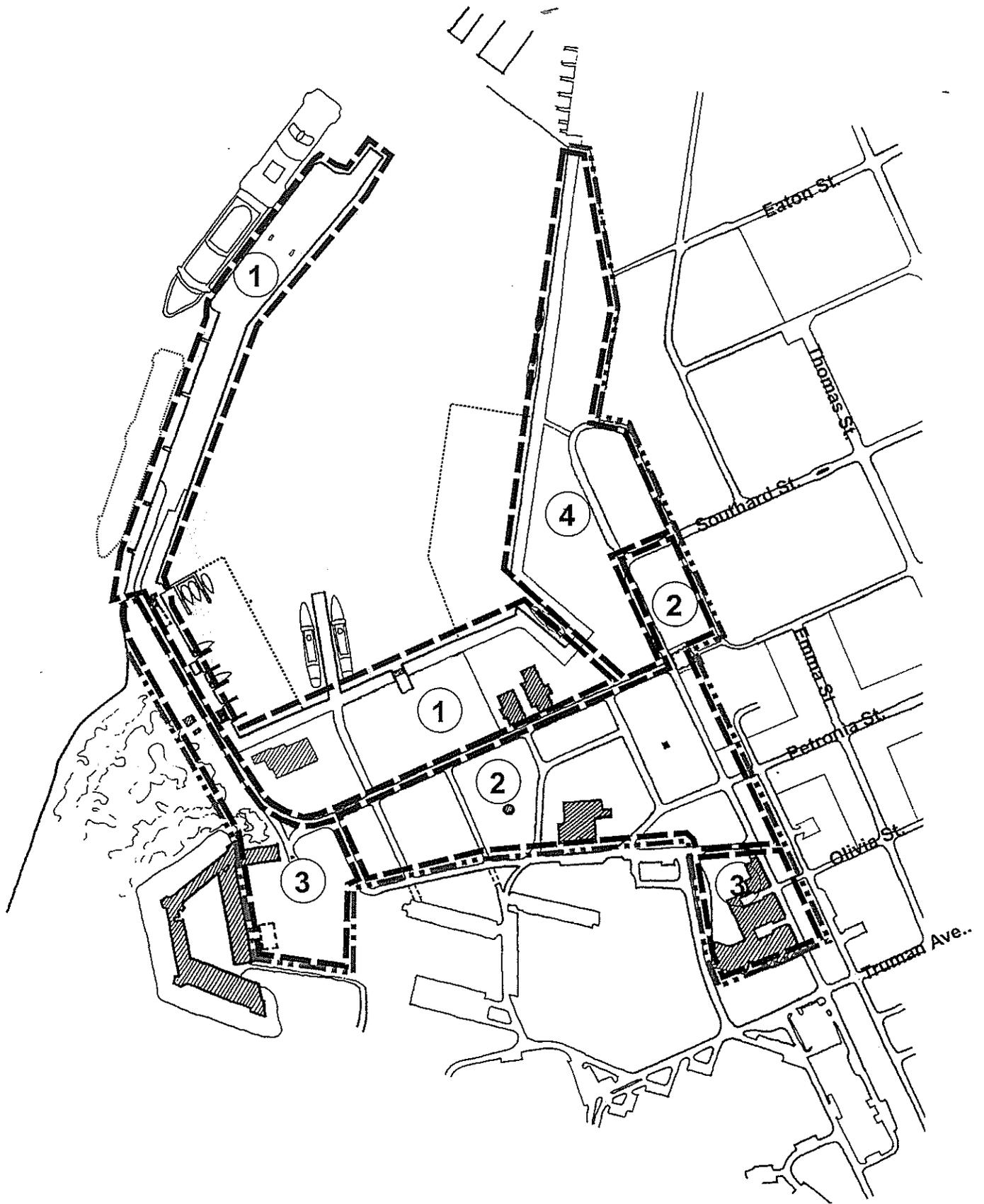
Actual conveyance methods, in addition to decisions on site bundling, will be negotiated as the BRAC process continues.

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



BERNELLO - 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 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.

**PAGES FROM CHAPTER
288 DATA**

I. EXECUTIVE SUMMARY

In 1997, the City of Key West engaged in an intensive community-driven process to create a long range vision for civilian reuse of excessed military land. The resulting plan, the **City of Key West Base Reuse Plan**, was prepared according to federal guidelines, adopted by the City Commission on September 16, 1997, and approved by the federal government on August 11, 1998.

The 1997 **Base Reuse Plan** presented a community vision. It did not, however, attempt to translate that vision into the land use laws of the city and state. The **Chapter 288 Military Base Reuse Plan** — this plan — will do that translation. It will provide the amendments to the city's **Comprehensive Plan** and **Land Development Regulations** necessary to guide future development in accordance with the concepts in the **Final Base Reuse Plan**.

Because the **City of Key West Base Reuse Plan** reflects an exhaustive consensus-building process, the **Chapter 288 Plan** does not revisit decisions made and approved by the community, unless explicitly directed by the City Commission. Instead, it focuses on planning level implementation guidelines.

Once the **Chapter 288 Military Base Reuse Plan** is adopted and approved, the policy framework to guide development will be complete. What remains will be the implementation phase of the reuse process: the actual federal conveyance (or acquisition) and development of the sites. At that time, site plans, detailed site analysis, and measurement of the proposed projects against the policies and regulations, will occur.

This plan will be reviewed by the State of Florida according to regulations specifically created to facilitate the conversion of military lands into civilian use. The state regulation —Chapter 288, Florida Statutes— gives this plan its name. It also sets forth specific criteria for provision of data and analysis with a focus on the existing **Comprehensive Plan** as the mechanism for guiding growth. Because the City of Key West is a designated Area of Critical State Concern, the **Chapter 288 Military Base Reuse Plan** will also be reviewed by the state according to the city's Principles for Guiding Development.

The **Chapter 288 Plan** is divided into four sections. This summary is the first section. The second section, the Introduction, provides more detail on the federal and state processes governing the base reuse plans. The third section provides the data and analysis required by state law for the plan. An impact analysis is provided in Section IV. The final section consists of appendices, including a description of the community workshops held as part of the Chapter 288 process.

The portions of the plan to be adopted are provided in companion documents; these are the portions of this plan which will be incorporated in the **City of Key West Comprehensive Plan** and **Land Development Regulations**.

II. INTRODUCTION

The **Key West Military Base Reuse Plan** is the city's second step in providing long-range planning for naval properties designated for civilian reuse. The first step in this process was the preparation, adoption and approval of the federally required **Base Reuse Plan**. That plan summarized the community's vision for the seven reuse sites, and also assessed economic redevelopment opportunities and homeless assistance needs.

The purpose of the **Key West Military Base Reuse Plan** is to translate the community vision described in the federal-level plan -- as refined by the City Commission -- into the city's growth management documents. The mechanism for accomplishing this important local planning effort is provided by Chapter 288, Florida Statutes, which is the reason this plan is sometimes referred to as the **Chapter 288 Plan**.

The Chapter 288 provisions allow a streamlined approach to amending the city's guiding growth management document, the **City of Key West Comprehensive Plan**, and the regulations which implement the objectives and policies in the Comprehensive Plan, the **City of Key West Land Development Regulations**. In addition, the Chapter 288 contains specific data and analysis requirements, and calls for the reclassification of military land into categories representing proposed uses.

The following chapters and companion documents are meant to meet the requirements of Chapter 288, thereby providing the City of Key West with the means to address the base reuse parcels by amending the **Comprehensive Plan** and the **Land Development Regulations**. Together, the **Comprehensive Plan** and **Land Development Regulations** will provide the tools necessary to ensure the community's vision for the reuse sites is maintained into the future.

Although seven sites were considered in the **Key West Military Base Reuse Plan**, only three of those sites required integration into city planning documents through the Chapter 288 process: the Truman Waterfront Parcel, the Poinciana Housing Parcel, and the Peary Court Cemetery. The other sites already possessed adequate land use designations in the city's **Comprehensive Plan**. A map of the three sites is shown in **Figure II.1, Chapter 288 Military Base Reuse Plan Sites**.

This Introduction provides information on the base reuse processes from both a federal and state level —and, it additionally outlines the manner in which the **Key West Military Base Reuse Plan** will be integrated with other ongoing city efforts.

A. Base Reuse Planning Process

1. The Federal Process

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. Base closure can provide an opportunity for communities to convert military installations into needed civilian uses. 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.

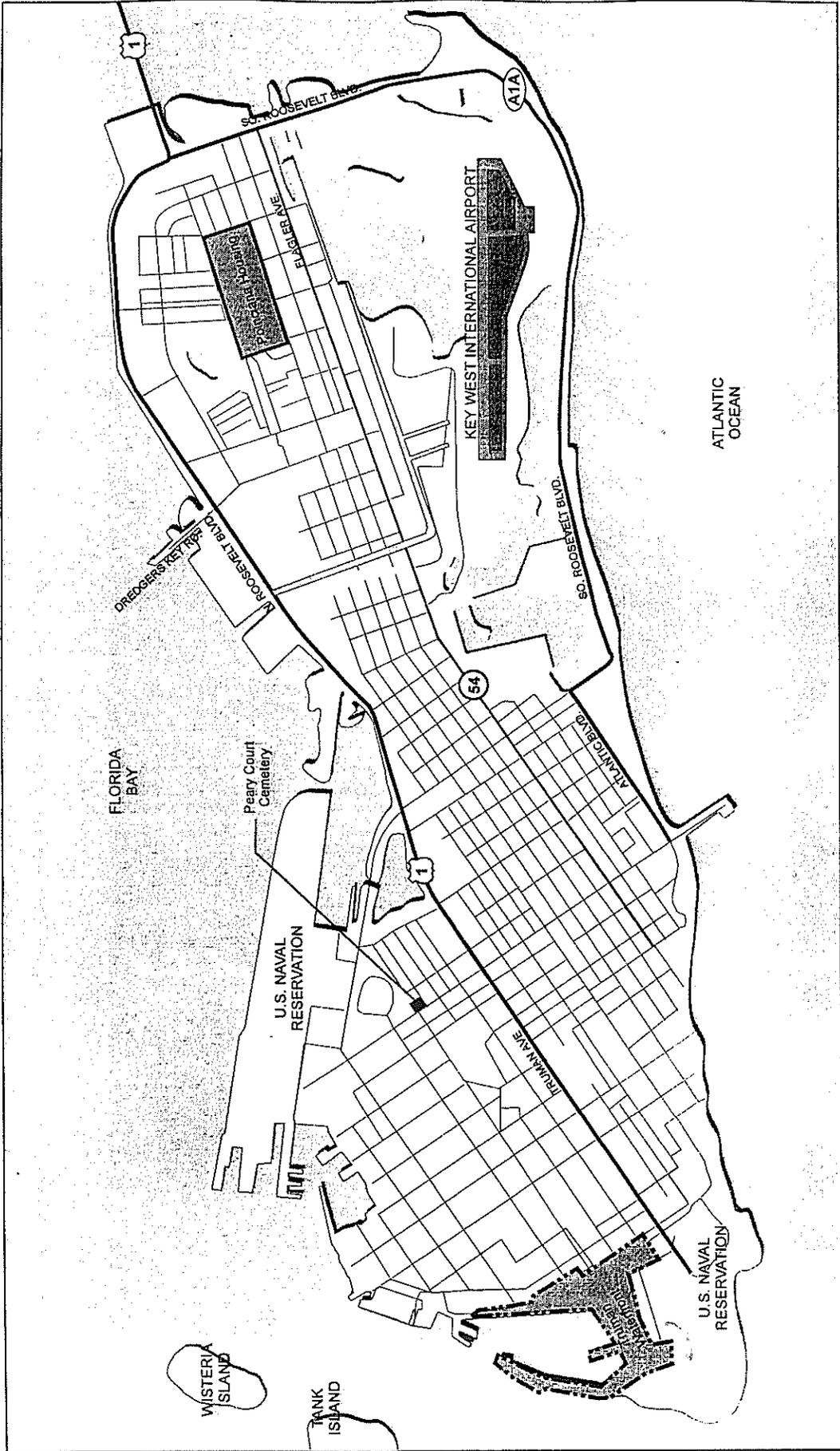


Figure II.1
Chapter 288 Military Base Reuse Plan Sites

KEY WEST MILITARY BASE REUSE PLAN



Not to Scale



FLORIDA
DEPARTMENT OF
TRANSPORTATION

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (known as 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 balancing the community's need for economic redevelopment, and homeless assistance. The ability to achieve this balance 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.

The Key West Base Reuse Plan

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, eligible non-profit groups, and 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 Key West NAS. At the direction of the LRA, an exhaustive public participation program was used to establish community priorities, identify potential site uses, develop and refine concept designs, and evaluate reuse plans. The resulting Base Reuse Plan and Homeless Assistance Submission was adopted by the City Commission on September 16, 1997, and approved by the Department of Housing and Urban Development on August 11, 1998.

The overall 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 while reflecting the community's vision for base reuse. While more specific objectives came to light over the course of the entire planning process, the **Key West Base Reuse Plan** was generally developed to achieve the following overarching goals:

- provide meaningful integration of the sites into the community fabric;
- help diversify the economy;
- encourage balanced growth in the area's economy, including commercial and service sector job growth;
- provide employment opportunities for the region's unemployed and underemployed persons;
- strengthen the local tax base;
- help existing businesses and industries expand;
- help small businesses develop;
- provide affordable housing for Key West residents;
- provide public recreation and access opportunities, especially on the waterfront;
- provide opportunities for port, harbor and marina improvements;

- facilitate improvements and provide physical and economic links to Bahama Village;
- ensure environmental sensitivity; and,
- provide opportunities for social services and special needs facilities.

The **Base Reuse Plan** specifically outlined guiding principals and associated concept plans for each of the reuse sites. While the plan indicated proposed land use classifications and land development guidelines, it left specific land use implementation measures open for later planning processes.

2. **State Process**

The Florida Growth Management Act (Chapter 163, F.S.) requires land uses and associated policies for guiding development in each community's long range Comprehensive Plan. The **Comprehensive Plan's** land use classifications and plan policies must in turn be implemented through land development regulations. Florida law also provides for the designation of areas with environmental resources of regional or statewide importance as an Area of Critical State Concern (Chapter 380, F.S.). In areas of Critical State Concern, additional state review is conducted to ensure that new development meets the standards set forth in the Principals for Guiding Development.

Only five areas in the State of Florida have been designated as Areas of Critical State Concern; the City of Key West, is one of them. Therefore, long range planning in the city must meet both the requirements of the Growth Management Act (Chapter 163, F.S.) and the Principals for Guiding Development, as adopted per the Area of Critical State Concern (Chapter 380, F.S.) provisions.

In recognition of the need for prompt and effective planning for military sites designated for closure by the federal government, the Florida legislature created the Defense Conversion and Transition Act per Chapter 288, Florida Statutes. Chapter 288 allows communities to meet the requirements of the Growth Management Act, as well as other state growth management laws, through a streamlined process. However, Chapter 288 did not envision a base realignment within an Area of Critical State Concern. Therefore, although the Chapter 288 process provides some relief from the typical regulatory process necessary to institute land use plans, it does not fully address the unique needs of the City of Key West as an Area of Critical State Concern experiencing a base closure.

In order to resolve any procedural inconsistencies between the requirements of Chapter 288 and the Area of Critical State Concern review process, and to facilitate base realignment in the spirit of the legislative directive, a Chapter 380.032 Agreement was reached between the City of Key West and the Florida Department of Community Affairs. That agreement sets forth specific transmittal and review dates, thereby incorporating the requirements of both Chapter 288 and Chapter 380.

3. **Local Implementation**

Once the Chapter 288 plan is adopted and approved by the state, development of the base reuse sites becomes possible. Actual development plans will be reviewed by city staff for compliance with the goals, objectives and policies set forth in this plan and amended into the city's **Comprehensive Plan**. All development will also be required to meet the city's **Land Development Regulations**.

B. Objectives of the Chapter 288 Plan

If a land use plan is too restrictive, it can discourage development, by either failing to be flexible enough to meet changing site planning needs, or creating a burdensome site plan approval process. Because the over-arching goals of the **Base Reuse Plan** can never be met if the sites remain undeveloped, the challenge is to create a regulatory framework protecting the community's vision without becoming bogged down in the regulatory process.

The primary objective of the **Chapter 288 Plan** is protecting the integrity of the community vision established during the formulation of the **City of Key West Base Reuse Plan**. In addition, the **Chapter 288 Plan** must allow enough flexibility in the programming and site development process to promote good development in the future. Therefore, whenever possible, the plan relies on existing regulatory mechanisms and processes for implementation. That means the primary tools for ensuring future development of the site are the designation of future land use classifications, the adoption of policies setting forth the organizing elements of the plans, and the creation of special considerations to use within existing processes.

C. Integration with other Plans

Two other important planning processes were initiated during the time when the **Chapter 288 Plan** was being prepared: an update of the Bahama Village Redevelopment Plan and submission of the Evaluation and Appraisal Report (EAR), concerning the **City of Key West Comprehensive Plan**. The Bahama Village Redevelopment Plan was adopted by the City Commission prior to the completion of this plan. Therefore, the results of Bahama Village Redevelopment Plan are reflected in the **Chapter 288 Plan** when those results have an effect within the physical boundaries of the base reuse sites.

The EAR was drafted prior to, and then modified during, the Chapter 288 planning process. However, the EAR is still in draft form and has not been adopted by the city. Therefore, although the draft EAR was considered in this planning process, the adopted **Comprehensive Plan** was used as the basis for all data, analysis and amendments in this plan.

D. Organization of the Plan

The **Chapter 288 Plan** is organized into four sections, with the data and analysis falling in Section III, and the impact assessment in Section IV. The appendices provide documentation regarding the public process associated with this plan, and other information referenced in the text of the plan. The portions of the plan to be adopted are provided in companion documents.

III. DATA AND ANALYSIS

A. Introduction to the Data and Analysis, including Facility Provision

The Truman Waterfront Parcel, Poinciana Housing Parcel and Peary Court Cemetery once served the U.S. Navy respectively as a port facility, housing project, and cemetery. Although these sites will take on new roles in the community, their prior uses have shaped their future: the Truman Waterfront Parcel will include port facilities, as well as new housing, environmental education and social services, and waterfront recreational areas; the Poinciana Housing Parcel will provide affordable housing and social services for residents; and, the Peary Court Cemetery will remain an internment area.

The following chapter provides an in-depth analysis of existing and proposed uses, and their potential impacts on community facilities. As such, this chapter will serve as a link to the city's existing **Comprehensive Plan** and as the factual basis for assessing necessary amendments to the plan's policy framework. The organization of information within the chapter follows the format for the existing **City of Key West Comprehensive Plan** and the content reflects the relevant portions of the non-procedural requirements of Rule 9J-5, F.A.C.

B. Land Use

This section addresses existing and future land use issues relevant to the base reuse sites. It begins with an assessment of the parcel's relationship to the existing land use inventory in the **Comprehensive Plan**, and then provides an analysis of proposed future uses and facility provision.

Existing and Adjacent Land Uses [9J-5.006(1)(a)(c)]

Generalized existing land uses, historic resources, and natural resources are shown on the Existing Land Use Map Series (City of Key West Comprehensive Plan, September 1991) contained in **Appendix A**. More detailed mapping of specific land use issues and resources of particular relevance are provided where appropriate throughout this section.

All three sites are shown on the Existing Land Use Map as military uses. This is consistent with the site's pre-alignment, military status; however, actual use can be summarized as follows:

- Truman Waterfront Parcel: Deepwater port, miscellaneous industrial uses, open space.
- Poinciana Housing Parcel: Multi-family housing.
- Peary Court Cemetery: Historic cemetery and open space.

The **City of Key West Comprehensive Plan** locates all three sites in Key West Planning Area Six: Military Lands (see **Appendix A, Existing Land Use Map Series, City of Key West, 1989**). Once these sites are realigned, they will become part of either the Old Town Planning Area One (Truman Waterfront and Peary Court Cemetery) or Central Residential Planning Area Two (Poinciana Housing).

A detailed description of existing and adjacent uses for each parcel is provided below.

Truman Waterfront

The Truman Waterfront Parcel was created by the U.S. Navy as part of major dredge and fill efforts which culminated during World War II. The site has served a variety of military purposes, most recently as a submarine basin. The 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 (see **Figure III.B.1, Surrounding Land Uses, Truman Waterfront Parcel**). Although activated waterfront areas are visible from the site (Fort Zachary 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 exscessed 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.

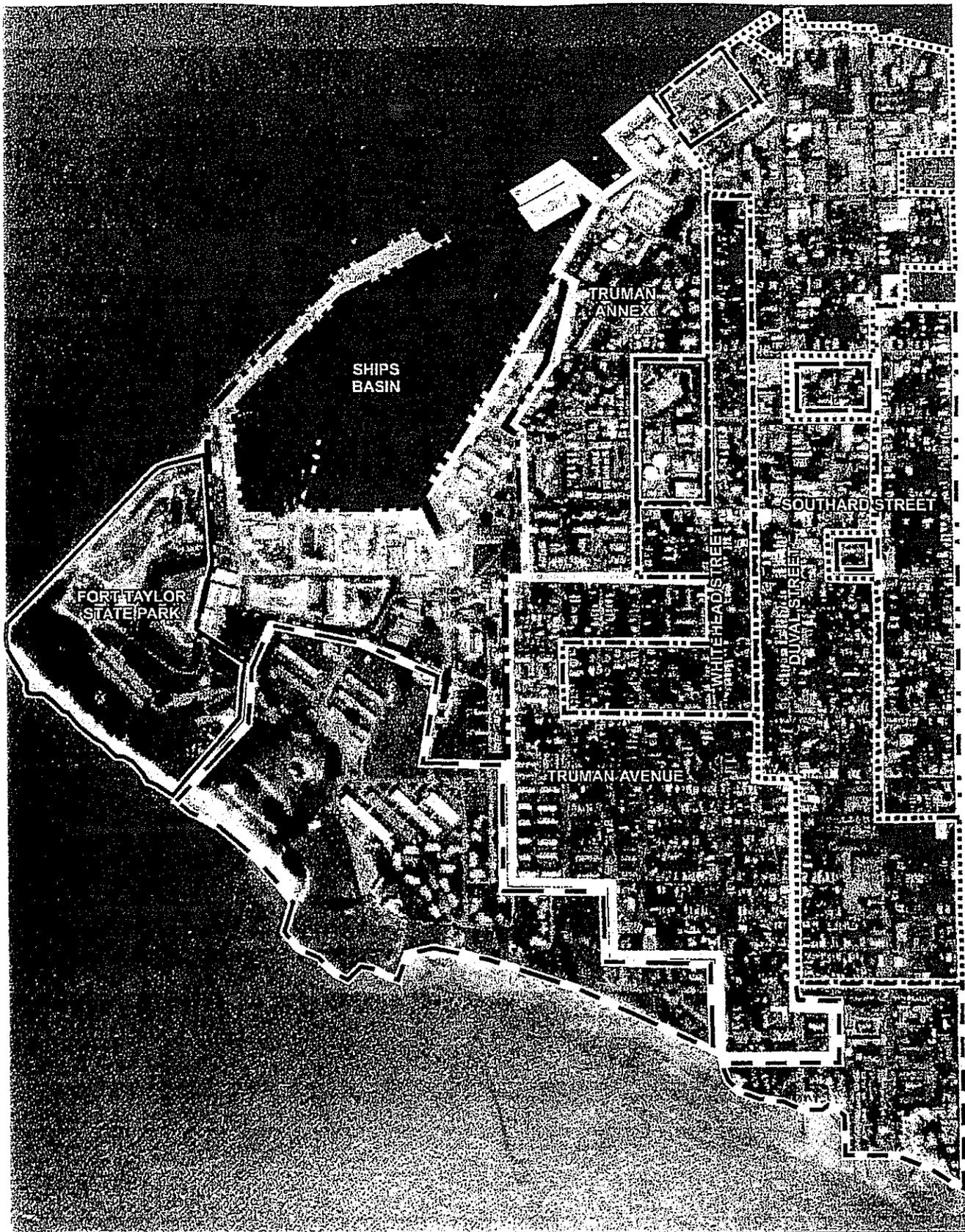
The central access to the Truman Waterfront site is provided from Southard Street, through previously exscessed Navy property which is now developed with single family homes. The focus of the site is on Mole Pier, where periodic cruise ship activity results in strings of conch trains moving visitors 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 Zachary Taylor. Not only is Fort Zachary Taylor an historic monument, but it also includes one of the areas only public waterfront parks and swimming areas. Navy housing is located 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.

The Truman Waterfront Parcel consists of approximately 50.4 acres of land. The property includes two general areas identified by the Navy:

1. Mole Pier; and,
2. Truman Waterfront.

The 7.6± acre Mole Pier portion of the property includes the pier (and associated berthing, boat docks, wharf, paved roads, and infrastructure) and two buildings totaling 1,679 square feet. The 42.8± acre Truman Waterfront portion of the property consists of ten storage buildings (approximately 74,687 square feet), nine other structures (approximately 50,000 square feet) including a bomb shelter, dining facilities, fire station, port operations building, and Naval Exchange Branch, and the Seminole Battery (a historic artillery station).

Perhaps the most significant feature of the site is the (-) 32' deep harbor which opens into a (-) 34' channel. Mole Pier forms the outer wall of the harbor, most of which is bulkheaded. The northernmost section of the Outer Mole also fronts deep water where it abuts with the federal channel; however, the southern section of the Outer Mole is faced with a series of deteriorated groins and shallow rock rubble, which transition into narrow seagrass beds. Although this area is within 50' of deep water channel, it is currently too shallow to be used for berthing. Portions of the harbor 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; one area near the floating docks is completely unhardened. Strong winds and currents are reported to create docking safety concerns for smaller vessels in the basin, particularly along the eastern harbor edge.



Legend

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

Figure III.B.1
 Surrounding Land Uses
 TRUMAN WATERFRONT PARCEL
 KEY WEST MILITARY BASE REUSE PLAN



Area of Critical State Concern [9J-5.006(1)(f)(2)]

All three sites are within the City of Key West Area of Critical State Concern.

Dredge Spoil Sites [9J-5.006(1)(f)(3)]

There are no existing dredge spoil disposal sites in the City of Key West.

Population Projections [9J-5.006(1)(g)]

Population projections, per the city's **Comprehensive Plan**, are provided in the following table, **Table III.B.2, Population Projections**.

TABLE III.B.2			
POPULATION PROJECTIONS			
Year	Permanent Residents ¹	Seasonal Visitors	Permanent and Seasonal (Peak)
1990	24,652(1)	12,887	37,539
1995	25,372(1)	13,130	38,502
2000	26,119(1)	13,382	39,501
2005	26,895(1)	13,644	40,539
2010	27,701(1)	13,916	41,617

Source: City of Key West Comprehensive Plan, 1991

¹ Permanent residential population projections include 6,000 military personnel

The Poinciana Housing Parcel is the only site that provides existing housing. Estimated maximum population associated with the existing 212 unit development is 812 individuals, based on an inventory of existing bedrooms per unit, assuming two people for the first bedroom and one person for each additional bedroom.

Future Land Use Analysis [9J-5.006(2)]

Future use of the three sites was determined through an extensive public participation process and adopted through the city's **Final Base Reuse Plan**. The following describes the proposed concept plans for each parcel.

Truman Waterfront

The concept plan for the Truman Waterfront surplus property is presented in **Figure III.B.6, Truman Waterfront Parcel 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. On January 12, 1999, the City Commission modified the

concept plan by eliminating the potential second cruise ship berth identified in the federal plan and by emphasizing recreational uses in the plan as a whole.

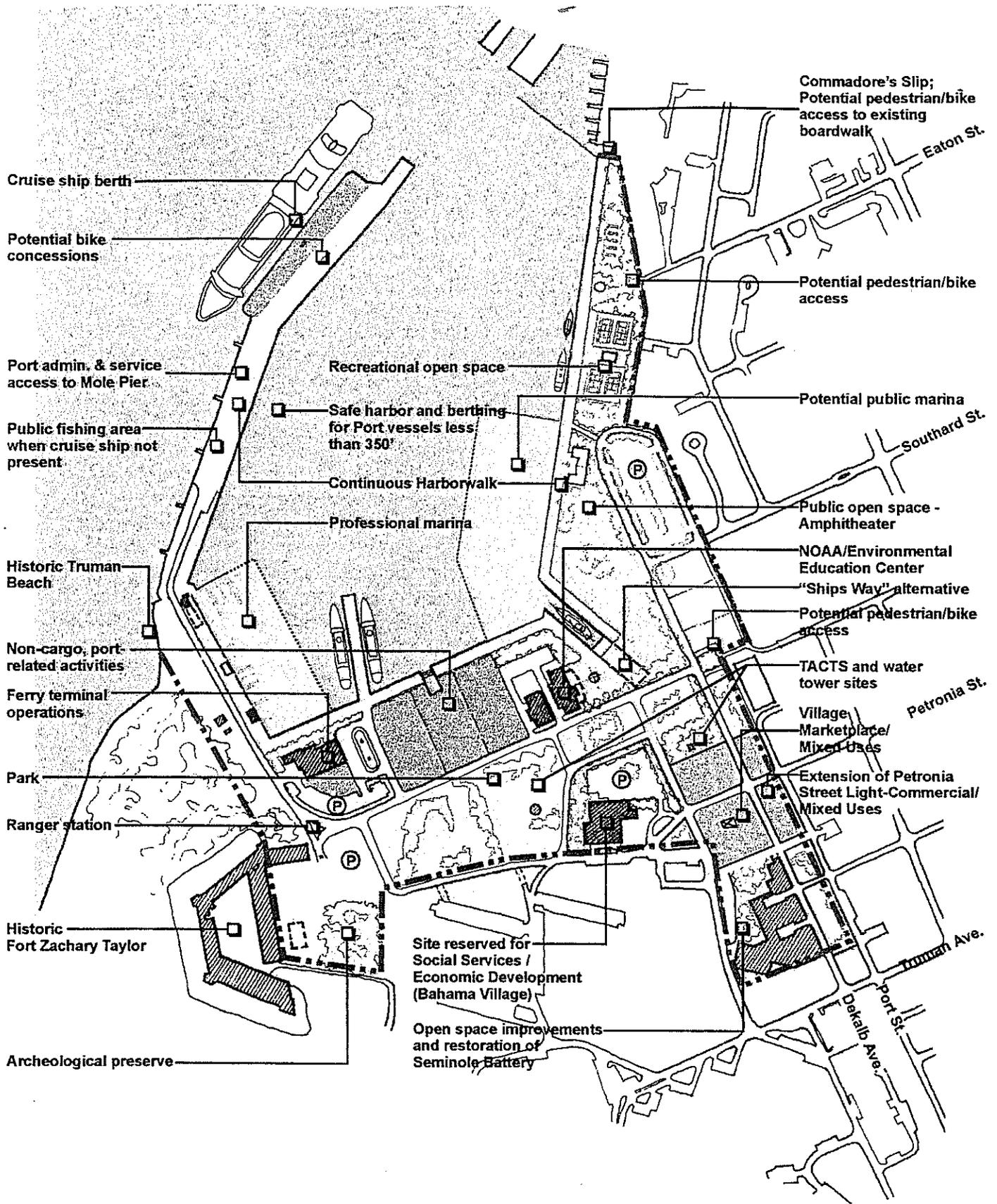
The guiding principles of the plan are continuity and flexibility. Emphasis is placed on extending the Bahama Village into the property and strengthening the existing community through improved circulation systems. This must be accomplished without sacrificing any potential economic opportunities. Therefore, the proposed land uses, 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 below.

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 could 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 located south of Dekalb Street connects Bahama Village to Fort Zachary Taylor. This open space includes the TACTS Tower, the water tower and the archaeological preserve at Fort Zachary Taylor. Once the Navy changes utility service, the water tower, will be abandoned and possibly demolished. A third recreation area is envisioned for the area around the historic Seminole Battery. Uses for this and the large open space are south of Dekalb Street could be tailored to meet the neighborhood recreational needs of the Bahama Village. These areas could also serve as alternate sites for the proposed amphitheater; the proposed open space area around the Seminole Battery may need to be reconfigured.



Legend

--- SITE BOUNDARY

Ⓟ PARKING

NOTE: Potential Second Cruise Berth was Removed by the City Commission on January 12, 1999

FS2:\Lands\Landplan\Denny\Key West(9827)\Figure IIIB6.REV

Figure III.B.6
 TRUMAN WATERFRONT PARCEL CONCEPT PLAN
 KEY WEST MILITARY BASE REUSE PLAN



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.

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 extending 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.

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 various mixed use options are discussed below.

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 medium-density housing is designated at the eastern edge of the Truman Waterfront property, between Angela and Southard Streets. Housing would be similar in type and style to that found in historic Key West. Housing in this 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. Services provided at this facility could include job training, community meeting, educational programs, day care, weekend church worship services, and others.

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 the demolition of two adjacent Navy excessed buildings. The northernmost building 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, a new parking area is provided northeast of the fort. The properties east of Fort Zachary Taylor are dedicated as an archeological preserve.

The Seminole Battery, located in the southern portion of the site adjacent to Bahama Village, is also to be 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, 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 a 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 newly 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.

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

As a deepwater port, Truman Waterfront affords the city a unique opportunity for maritime related activities as well as continue its role as a port of emergency for ships at sea. Responding to concerns by residents and community leaders, the plan does not include containerized or general cargo operations. Further, on January 12, 1999 the City Commission resolved to limit cruise ships to the single existing berth on the outer mole.

A shaded public transportation pick-up/drop-off area, as well as a small area for a visitor information kiosk and bike concessions could be developed on 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 extending 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 located along the southwest corner of the basin. A small parking area and a bus and taxi drop-off is terminal envisioned for the 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 would 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 could also be developed at this point or another appropriate area. Public access to the north 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, possibly leasing it 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.

Poinciana Housing

The plan for the Poinciana Housing property is presented in **Figure III.B.7, Poinciana Housing Parcel 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, 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 making 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 (eight units) presently dedicate to the Park Service -- is 228 units; of these 16 are new infill.

Several new facilities are proposed as part of the plan for the Poinciana Housing site. A community recreation center, located near the center of the site and adjacent to the ecological preserve, would offer meeting areas, day-care, and

Peary Court Cemetery

The property is expected to remain as an historic open space and a cemetery. Additional interments may be proposed. **Future Land Use Classifications**

Such uses translate into the following proposed future land use classifications, as seen below, **Table III.B.3, Proposed Land Use Classifications.**

TABLE III.B.3	
PROPOSED LAND USE CLASSIFICATIONS	
Parcel	Proposed Classification(s)
Truman Waterfront	HRCC-4, HNC-2, HPS, HPS-1, HCL, and HMDR
Poinciana Housing	MDR-1 and CM
Peary Court Cemetery	HPS-2
Source: Key West Final Base Reuse Plan, October 1997	

The rationale behind each proposed classification, as well as the correlation of land use classifications to land development regulations, follows.

Truman Waterfront Parcel

The Truman Waterfront resides 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 redevelopment reflects the form, function, image and ambiance of the vicinity.

Review of the **City of Key West Comprehensive Plan** (and the implementing **Land Development Regulations**) revealed the type of uses, image and ambiance requested by the community in the public workshops; maintaining and enhancing vital adjacent areas could be accomplished using existing land use designations. But, additional land use sub-categories need to be created, including HCL, HPS-1, and HRCC-4. The land use classifications proposed for the Truman Waterfront are shown in **Figure III.B.8, Proposed Land Use Classifications, Truman Waterfront Parcel** and are discussed in detail below.

Historic Limited Commercial District (HCL)

This designation has been applied to the "market place" adjacent to Bahama Village, south of the extension of Petronia Street. The HCL 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 HCL district accommodates limited commercial land uses, with maximum gross floor area not to exceed 5,000 square feet.

Historic Neighborhood Commercial District (HNC-2)

The light retail area adjacent to the "village market" are proposed to be designated Historic Neighborhood Commercial (HNC-2).

The HNC designation is intended to accommodate both residential and neighborhood commercial uses. The designation also allows single family and multi-family residential activities. The HNC contains sub-categories tailor to specific geographic areas. The profile of the HNC-2 sub-category is most appropriate for Truman Waterfront; 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.

Historic Public and Semi-Public Services District (HPS)

The HPS designation is proposed for the area immediately adjacent to and selected for incorporation into Fort Zachary Taylor. Application of this designation is consistent with the existing HPS designation of Fort Zachary Taylor.

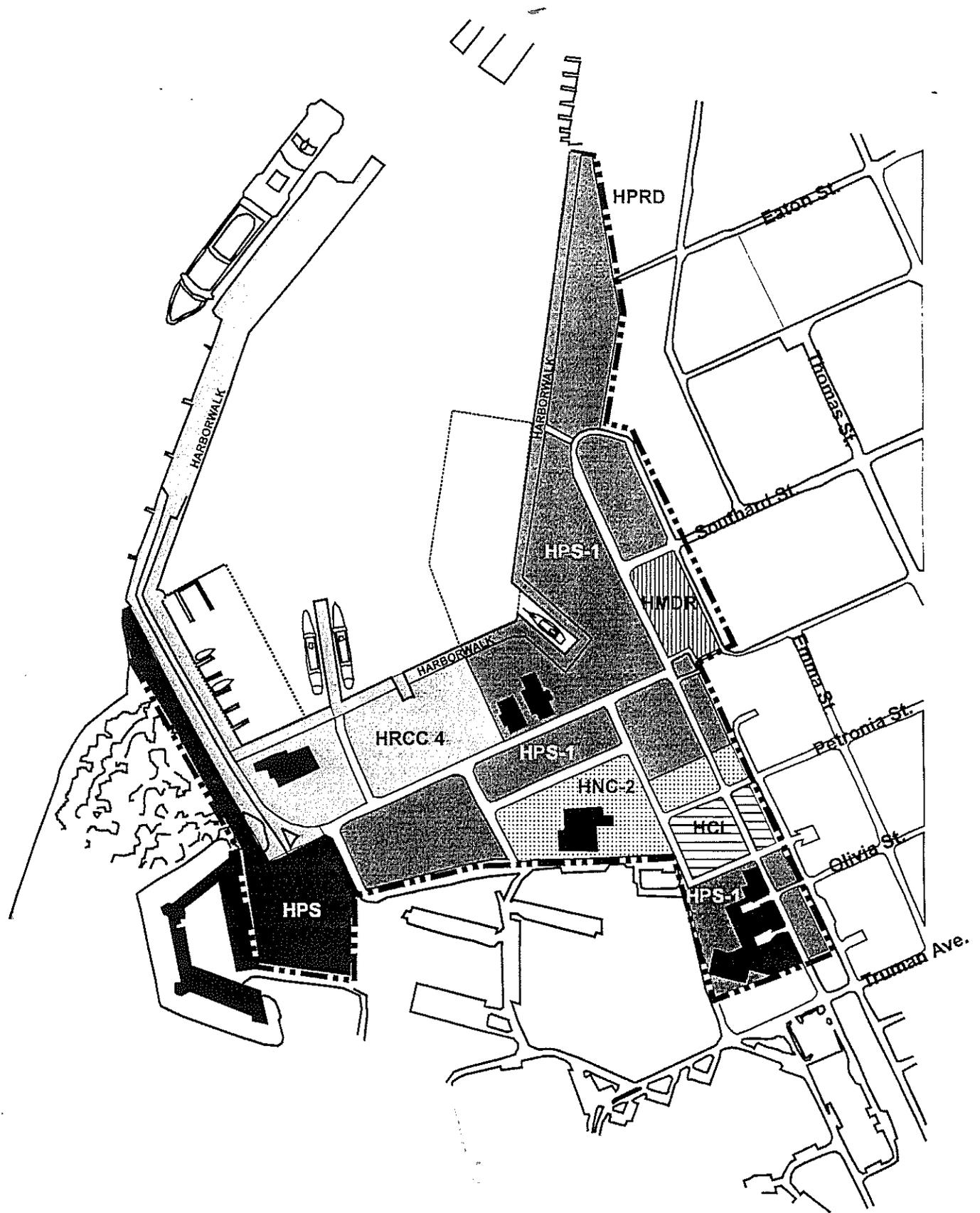
Historic Public and Semi-Public Services District - Truman Waterfront (HPS-1)

The HPS-1 designation is proposed for the park/open space along the east quay, the NOAA/environmental education center, the area south of Dekalb Street connecting Bahama Village to Fort Zachary Taylor, and the Seminole Battery. This designation includes uses such as a harbor walk, parks and recreation facilities, community centers, emergency medical services and parking lots.

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

This designation represents a new sub-category not found in the **Comprehensive Plan** or **Land Development Regulations**; it is meant to specifically address port and port-related activities. Areas encompassed by this designation include: the marine light industrial area on the south quay; the ferry terminal; and, Mole Pier.

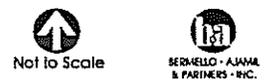
Generally, HRCC districts are designed to provide a management framework for preserving the nature, character, and quality of the city's historic commercial and residential development. The new HRCC-4 subcategory will allow light industrial and warehouse operations, one service and repair establishments, light manufacturing; terminal operations, port operations, cruise ship berth, marinas, parks and recreation, and equipment rentals.



Legend

- SITE BOUNDARY
- | | |
|---|--|
| HRCC4 PORT & PORT-RELATED ACTIVITIES | HRC1 LIMITED COMMERCIAL |
| HNC-2 NEIGHBORHOOD COMMERCIAL | HMDR MEDIUM DENSITY RESIDENTIAL |
| HPS-1 HISTORIC PUBLIC SERVICES - TRUMAN WATERFRONT | HCS HISTORIC PUBLIC SERVICES |

Figure III.B.8
Proposed Land Use Classification
TRUMAN WATERFRONT PARCEL
KEY WEST MILITARY BASE REUSE PLAN



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 of HMDR in the Bahama Village area and Historic Planned Redevelopment and Development (HPRD) in the Truman Annex development.

The designation is intended to provide a management framework to allow the proper development of the Truman Waterfront, while preserving the residential characteristic 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.

Poinciana Housing Parcel

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 the proposed land use category to allow for multi-family uses. However, the proposed plan also calls for provision of special needs, including emergency and transitional housing; these needs are not accommodated under the MDR classification. Therefore, a new MDR sub-classification, MDR-1, with an allowed 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; special needs, including emergency and transitional housing, human services facilities, day care centers, police substations, churches, and community recreation facilities.

The mangrove area within the parcel is partially designated CM, Conservation Mangrove. The boundaries of this existing designation will be slightly modified to reflect the actual location of the environmentally sensitive area.

The proposed land use designations are shown in **Figure III.B.9, Proposed Land Use, Poinciana Housing Parcel**.

Peary Court Cemetery

The western portion of this site is currently designated "Military" (M) while the eastern half is designated Historic Medium Density Residential (HMDR). The historic nature of the site and proposed use as a cemetery indicates that the entire site should be modified to the new district Historic Public and Semi-Public Services (HPS-2). This district is restricted to cemeteries and open space. The proposed land use change is shown on **Figure III.B.10, Proposed Land Use, Peary Court Cemetery**.

TABLE III.B.4
TRUMAN WATERFRONT
MAXIMUM DEVELOPMENT POTENTIAL

Comprehensive Plan Classification	Gross Area*		Max. Density	FAR	Building Coverage	Maximum Development Scenario **
	Square Feet	Acres				
HNC-2	210,394	4.83	16 DU/Ac	1.0	40%	29,079 sf Residential (24 DU @ 1,200 SF/DU) 29,079 sf Office 58,158 sf Retail 25,000 sf Social Service/Economic Dev.
HCL	65,469	1.50	16 DU/Ac	0.8	40%	20,950 sf Retail (1 st Floor 40% Coverage) 15,712 sf Office 15,712 sf Residential (13 DU @ 1,200 sf)
HMDR	88,744	2.04	16 DU/Ac	1.0	40%	38,400 sf Residential (32 DU @ 1,200 SF/DU)
HPS-1	1,100,326	24.88	N/A	1.0	30%	24.88 ac. Park 25,000 sf NOAA / Env. Ed. Ctr. 150 slip marina
HPS	246,985	5.67	N/A	4-9	40%	5.67 ac Addition to Fort Zachary Taylor
HRCC-4	500,786	11.49	Conditional Use Only	1.0	50%	Mole Pier Area (Coastal High Hazard Area) 10,000 sf Retail 5,000 sf Office 2 acre Harbor Walk 66,382 sf Industrial 66,382 sf Office 66,382 sf Retail 20,000 sf Ferry Terminal Operations 1 Cruise Ship Berth 30 slip professional marina Berthing
TOTAL	2,195,860	50.41	N/A	N/A	N/A	67,483 sf Residential (69 DU) 24.88 ac Park 5.67 ac addition to Fort Zachary Taylor 111,173 sf Office 145,499 sf Retail 25,000 sq. ft. NOAA / Env. Ed. Center 66,382 sf Industrial 25,000 sq. ft. Soc. Service./Economic Development 20,000 sf Ferry Terminal Operations 180 Marina Slips 1 Cruise Ship Berth Berthing

* Subject to site specific survey.

** For impact analysis purposes, the Maximum Development Scenario represents the level of development that will be difficult to attain. This scenario makes no adjustment for non-buildable areas such as road right-of-ways, easements, etc...

**CONFORMED LAND
DEVELOPMENT
REGULATIONS**

AMENDMENTS TO THE CITY OF KEY WEST LAND DEVELOPMENT REGULATIONS

The following section provides specific amendments considered necessary to ensure integration of the base reuse sites into the adopted Land Development Regulations. Suggested changes from existing adopted regulations are shown in underline/cross-out format. These regulations are meant to apply to properties within the Base Reuse boundaries only.

SUBSECTION 2-5.2.3(1) MEDIUM DENSITY RESIDENTIAL DISTRICT - 1 (MDR-1)

A. INTENT

The MDR-1 district is established to implement Comprehensive Plan policies for areas designated "MDR-1" on the Comprehensive Plan Future Land Use Map. The MDR-1 district shall provide the Poinciana Housing Parcel with a designation appropriate to the existing Medium Density Multiple Family development on the site and compatible with the existing and future land uses. The MDR-1 district shall accommodate a mixture of multiple family structure types, supportive community facilities, and accessory land uses. This district shall not accommodate guest homes, commercial uses or freestanding office buildings. However, accessory uses, including approved home occupations, conducted within the residential structures are permitted so long as all such accessory uses are customarily incidental to and subordinate to the residential use. Other customary accessory uses and community facilities may also be located in areas designated MDR-1.

B. USES PERMITTED

- Single/Two Family Residential Dwellings
- Places of Worship
- Multiple Family Residential Dwellings
- Community Centers
- Group homes with ≤ 6 Residents (cross reference §2-7.18)
- Parks and Recreation, Active and Passive
- Special Needs Social Services
- Protective Services

C. CONDITIONAL USES

- Group Homes with 7 to 14 Residents (cross reference §2-7.18)
- Educational Institutions and Day Care
- Nursing Homes, Rest Homes and Convalescent Homes
- Public and Private Utilities

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. Maximum Density: Eight (8) dwelling units per acre (8 du/acre)
2. Maximum FAR: 1.0
3. Maximum Height: 35 feet
4. Maximum Building Coverage: 50%
 - Single/Two Family: 35 percent
 - Multiple-family and Community Facilities: 40 percent

Maximum Impervious Surface Ratio:

 - Single/Two Family: 50 percent
 - Multiple-family and Community Facilities: 60 percent
5. Minimum Lot Size:
 - Multiple-family 10,000 sf
 - Single-family 5,000 sf

Minimum Width:

 - Multiple-family and Community Facilities: 80 feet

Minimum Depth: 100 feet
6. Minimum Setbacks:
 - Multiple-family and Community Facilities:
 - Single/Two Family:
 - a. Front: 10 feet
 - b. Side: 55 feet or 10% of lot width to a maximum of 15 feet, whichever is greater
 - c. Rear: 20 feet
 - d. Street Side: 20 feet

SUBSECTION 2-5.5.1 HISTORIC MEDIUM DENSITY RESIDENTIAL DISTRICT - 1 (HMDR-1)

A. INTENT

The HMDR district is established to implement Comprehensive Plan policies for areas designated "HMDR" on the Comprehensive Plan Future Land Use Map. The HMDR district shall provide historic Old Town medium density residential development for permanent residents, including single family, duplex, and multiple family residential structures. The HMDR district shall provide a management framework for preserving the residential character and historic quality of the medium density residential areas within Old Town.

In addition, accessory uses, including approved home occupations conducted with the residential structure, and customary community facilities can be located in the HMDR designated areas. This area shall not accommodate transient residential uses, including guest homes, motels or hotels. Similarly, the area shall not accommodate commercial office, retail or other commercial uses. Lawfully existing office or commercial uses shall be permitted to continue to exist as lawful nonconforming uses if such uses continue to comply with conditions invoked when the respective uses were approved.

In the event the city owns the portion of the Truman Waterfront Parcel designated HMDR, the site will be developed 100 percent for affordable housing. If the site is privately owned, one-third of the dwelling units will be affordable.

B. USES PERMITTED

- Single/Two Family Residential Dwellings
- Multiple Family Residential Dwellings
- Group homes with ≤ 6 Residents (cross reference §2-7.18)

C. CONDITIONAL USES

- Group Homes with 7 to 14 Residents (cross reference §2-7.18)
- Educational Institutions and Day Care
- Nursing Homes, Rest Homes and Convalescent Homes
- Places of Worship
- Parks and Recreation, Active and Passive
- Protective Services
- Public and Private Utilities
- Parking Lots and Facilities

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. *Maximum Density:* Sixteen (16) dwelling units per acre (16 du/acre)
2. *Maximum FAR:* 1.0
3. *Maximum Height:* 30 feet

4. *Maximum Lot Coverage*
 - Maximum Building Coverage: 40%
 - Maximum Impervious Surface Ratio: 60%
5. *Minimum Lot Size: 4,000 square feet*
 - Minimum Lot Width: 40 feet
 - Minimum Lot Depth: 90 feet
6. *Minimum Setbacks:*
 - Multiple-family and Community Facilities
 - a. Front: 10 feet
 - b. Side: 5 feet
 - c. Rear: 15 feet
 - d. Street Side: 7.5 feet

SUBSECTION 2-5.5.3(4) HRCC-4 TRUMAN WATERFRONT DISTRICT

A. INTENT

The HRCC-4 district is established to implement Comprehensive Plan policies for areas designated "HRCC-4" on the Comprehensive Plan Future Land Use Map. The HRCC-4 district shall provide the Truman Waterfront site with a designation which specifically accommodates marine-related and marine-dependent activities, as well as encourages preservation of the nature, character, and quality of the city's historic development. Building construction is to be limited on Mole Pier and no more than 15,000 square feet of building construction will be allowed on the Pier.

B. USES PERMITTED

Only water dependent uses shall be located within the first 40 feet landward of the mean high water (MHW) or the bulkhead. Similarly, only water related uses shall be located between the forty (40) foot setback and the 100 foot setback from the MHW or the bulkhead. No permanent residential use shall be located within 100 feet of the mean high water and no transient residential uses shall be allowed within any portion of the HRCC-4 District. Permitted uses include:

- Port and Port-related uses, provided that uses that constitute "port expansion" as set out in Section 5B-1.B.4 of the Comprehensive Plan receive approval through the Major Development Approval Process of Section 4-18 of the Land Development Regulations
- Harborwalk
- Mobile vending along Harborwalk consistent with other city regulations
- Business and Professional Offices (marine-related) on 2nd Floor
- Commercial Retail Low & Medium Intensity (marine-related) < 5,000 s.f.
- Parking Lots
- Light industrial (marine-related).
- Boat Sales and Service
- Commercial Retail Low & Medium Intensity (Bicycle Rental) < 5,000 s.f.

C. CONDITIONAL USES

- Commercial Retail Low & Medium Intensity (marine-related) > 5,000 s.f.
- Educational Institutions
- Marinas
- Public and Private Utilities
- Permanent residential as long as the use is < 750 s.f. or no more than 25% of the other use on-site, whichever is less.

D. PROHIBITED USES

More than one cruise ship berth on the Outer Mole Pier.
Cruise ship home porting activities.
Car ferries.
All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. Maximum Density: 16 units per acre only as a conditional use.
2. Maximum FAR: 1.0
3. Maximum Height: 35 feet, except within the 100 feet setback from mean high water (MHW), the following restrictions apply.
 - a. The minimum open space ratio shall be 0.5
 - b. The height of buildings shall be one habitable floor/story above base flood elevation
4. Maximum Building Coverage: 50%
Maximum Impervious Surface Ratio: 60%, excepting the first 100 feet from mean high water (cross reference 2-5.5.3 (2)(A))
5. Minimum Lot Size: 5,000 square feet
Minimum Lot Width: 50 feet
Minimum Lot Depth: 100 feet
6. Minimum Setbacks:
 - a. Front: 10 feet
 - b. Side: 7.5 feet
 - c. Rear: 15 feet but 10 when abutting an alley
 - d. Street Side: 7.5 feet

SUBSECTION 2.5.5.4(2) HISTORIC NEIGHBORHOOD COMMERCIAL DISTRICT (HNC-2)

A. INTENT

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. In the future in-fill within the HNC-2 district shall be strictly governed by performance criteria which ensures continued land use compatibility and stability within and among adjacent residential areas. The HNC-2 district mixed use sub-areas are comprised of both residential and commercial activities and shall continue to be allowed to develop as mixed use neighborhood centers. Qualitative and quantitative performance criteria shall be used to prevent encroachment by incompatible commercial uses characterized by excessive scale and intensity.

B. USES PERMITTED

Single/Two family Residential Dwellings
Multiple Family Residential Dwellings
Group Homes with < 6 Residents (cross reference §2-7.18)
Places of Worship
Business and Professional Offices
Commercial Retail Low Intensity < 2,500 sq.ft.
Medical Services
Parking Lots and Facilities
Veterinary Medical Services, Without Outside Kennels
Parks and Recreation, Active and Passive on the Truman Waterfront Parcel, only

C. CONDITIONAL USES

Group Homes with 7 to 14 Residents (cross reference §2-7.18)
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 >2,500 sq.ft. < 5,000 sq.ft.
Restaurants, Excluding Drive-through (1)

(1) Restaurants are expressly excluded from lots fronting the south side of Caroline Street, west of William Street and extending west 50+/-feet past Peacon Lane to include the lot abutting both the west side of Peacon Lane and the south side of Caroline Street.

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS - HNC-2

1. *Maximum Density:* Sixteen (16) dwelling units per acre (16 du/acre)
2. *Maximum FAR:* 1.0, Reference Section 2-5.5.4 for additional restrictions that regulate the square footage of gross leasable floor area based on trip generation within HNC areas.
3. *Maximum Height:* 30 feet
4. *Maximum Lot Coverage*
 - Maximum Building Coverage: 40%
 - Impervious Surface Ratio: 60%
5. *Minimum Lot Size:* 5,000
 - Minimum Lot Width: 50 feet
 - Minimum Lot Depth: 100 feet
6. *Minimum Setbacks:*
 - a. Front: 10 feet
 - b. Side: 5 feet
 - c. Rear: 15 feet
 - d. Street Side: 7.5 feet

SUBSECTION 2-5.5.7(1) HISTORIC PUBLIC AND SEMI-PUBLIC SERVICES DISTRICT - 1 (HPS-1)

A. INTENT

The HPS-1 district is established to implement Comprehensive Plan policies for areas designated HPS-1 on the Future Land Use map. This district is specifically intended to implement policies for the Truman Waterfront recreational area, the NOAA/ environmental education center, the Seminole Battery, and the area to be made part of Fort Zachary Taylor. The Truman Waterfront recreational area is envisioned as an area that will include a harborwalk, open space, play fields and public recreational facilities. The NOAA/environmental education center is envisioned as a government office facility, as well as a marine-related environmental education center. The HPS-1 district shall accommodate a harborwalk, parks and recreation facilities, community centers and parking lots.

B. USES PERMITTED

- Harborwalk
- Parks and Recreation, Passive and Active
- Community Centers
- Parking Lots

C. CONDITIONAL USES

- Cultural and Civic Activities
- Public and Private Utilities
- Protective Services
- Business and professional offices limited to government agencies involved in maritime services or administration of the Truman Waterfront.
- Marinas

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. Maximum Density: Not applicable
2. Maximum FAR: 0.25
3. Maximum Height: 25 feet
4. Maximum Lot Coverage
 - Maximum Building Coverage: 30%
 - Impervious Surface Ratio: 50%
5. Minimum Lot Size: 5,000 square feet
 - Minimum Lot Width: 50 feet
 - Minimum Lot Depth: 100 feet
6. Minimum Setbacks:
 - a. Front: 20 feet
 - b. Side: Greater of 5 feet or 10% of lot width to a maximum of 15 feet;
 - c. Rear: 20 feet or 15 feet when abutting an alley.

d. Street Side: 10 feet

SUBSECTION 2-5.5.7(2) HISTORIC PUBLIC AND SEMI-PUBLIC SERVICES DISTRICT - 2 (HPS-2)

A. INTENT

The HPS-2 district is established to implement Comprehensive Plan policies for areas designated HPS-2 on the Future Land Use map. The district is specifically intended to implement policies for the Peary Court Cemetery and be consistent with the Historic Preservation Plan for that site. HPS-2 district shall accommodate an existing cemetery and historic open space accommodating passive park and recreation activities.

B. USES PERMITTED

Cemeteries
Open Space

C. CONDITIONAL USES

None

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. Maximum Density: Not applicable
2. Maximum FAR: Not applicable
3. Maximum Height: 25 feet
4. Maximum Lot Coverage
 - Maximum Building Coverage: N/A
 - Impervious Surface Ratio: N/A
5. Minimum Lot Size: N/A
 - Minimum Lot Width: N/A
 - Minimum Lot Depth: N/A
6. Minimum Setbacks:
 - a. Front: N/A
 - b. Side: N/A
 - c. Rear: N/A
 - d. Street Side: N/A

SUBSECTION 2-5.5.9 HISTORIC LIMITED COMMERCIAL DISTRICT (HCL)

A. INTENT

The HCL district is established to implement Comprehensive Plan policies for areas designated HCL on the Comprehensive Plan Future Land Use Map. The purpose of the HCL district is to provide a management framework for the 'market place' adjacent to Bahama Village, south of the extension of Petronia Street. The HCL district shall accommodate limited commercial land uses including shops catering primarily 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.

In order to manage the impacts of future development on transportation and public facilities, the city shall limit the intensity of development in the HCL district to activities generating no more than 100 average daily trips per 1000 square feet. Areas designated for residential and limited commercial development shall not accommodate large scale retail sales and trade activities generally serving a city-wide or regional market. Such stores usually differ from limited commercial shops since the former generally require a larger floor area, carry a relatively larger inventory, and require a substantially greater off-street parking area.

Uses which are not accommodated within the historic limited commercial area include the following: large scale discount stores or supermarkets; department stores; wholesale and warehousing activities; sales, service or repair of motor vehicles, machine equipment or accessory parts, including tire and battery shops; automotive services centers; and fast food establishment primarily serving in disposable containers an/or providing drive-in or drive-through facilities; nor any commercial use which is affiliated with a regional, state or national concern, or which advertises by common theme of architecture, signage, or operations be allowed. In addition, the HCL designation shall not accommodate transient residential uses, including motels or hotels and conversions from permanent residential use to transient residential use.

B. USES PERMITTED

- Business and Professional Offices
- Commercial Retail Low & Medium Intensity that generate < 50 pm peak hour vehicle trips per 1,000 sf of gross leasable floor area
- Restaurants, excluding drive-through facilities that generate < 50 pm peak hour vehicle trips per 1,000 sf of gross leasable floor area
- Open air vending and mobile vending consistent with other city regulations

C. CONDITIONAL USES

- Single/Two Family Residential Dwellings located over commercial
- Public and Private Utilities

- Restaurants, excluding drive-through, that generate between 50 and 100 pm peak hour vehicle trips per 1,000 sf

D. PROHIBITED USES

All uses not specifically or provisionally provided for herein.

E. DIMENSIONAL REGULATIONS

1. Maximum Density: Sixteen (16) dwelling units/acre (16 du/acre).
2. Maximum FAR: 0.8
3. Maximum Height: 35 feet
4. Maximum Lot Coverage:
 - Maximum Building Coverage: 40%
 - Maximum Impervious Surface Ratio: 60%
5. Minimum Lot Size: 5,000 square feet
 - Minimum Width: 50 feet
 - Minimum Depth: 100 feet
6. Minimum Setbacks:
 - a. Front: minimum of 5 feet
 - b. Side: minimum of 5 feet
 - c. Rear: 15 feet

Chapter IV: Administration of Development Plan Review and Subdivision

Article XVIII: Development Plan Review Procedures

Section 4-18.3: Development Plan Review Criteria/Procedures

2. Major Non-Residential Development. A Major Development Plans Review shall be required for non-residential developments on sites:
 - a. One-half ($\frac{1}{2}$) acre or more within the historic district;
 - b. One (1) or more acre outside the historic district;
 - c. Where new gross floor area added outside the historic district includes ten-thousand (10,000) or more square feet; with the historic district where new gross floor area includes two thousand five hundred (2,500) or more square feet;
 - d. Located within tidal waters extending 600 feet seaward of the corporate limits of the city [cross reference Section 2-7.12(C)]; ~~or,~~
 - e. Where an adult entertainment establishment is proposed [cross reference Section 2-7.28]; ~~;~~ or,
 - f. Where a port facility expansion is proposed in the Truman Waterfront Parcel.

Section 4-18.4: Development Review Process

E. Special Workshop and Notification Procedures for Port Expansion at the Truman Waterfront Parcel. Prior to initiating the Development Review Process outlined in Sub-Section 4-18.4 (A), a joint workshop will be held between the Planning Board and the Port Advisory Board for the purposes of encouraging public discussion about the proposed expansion. The workshop will be chaired by the Planning Board Chairperson, according to the following guidelines.

1. The meeting will be held in a workshop format designed to encourage public discussion and interaction. The applicant will be encouraged to provide responses to questions and explain aspects of the application during the workshop. Board members will also be encouraged to enter the discussion or provide information. A hearing format is discouraged.
2. A neutral facilitation process can be used at the discretion of the Planning Director;
3. At the end of the workshop, the following findings will be made by the members present from both boards: is additional information necessary for the Planning Board and City Commission to consider the plan? And, is additional public workshop discussion needed to clarify the plan? The findings should not include recommendations for or against the project at this time. If additional discussion is needed, further workshops can be scheduled. Additional information can be provided either at future workshops, if they are scheduled, or as an amendment to the development plan.
4. The public workshop will be advertised in the local newspaper a minimum of seven days in advance of the meeting.

The development plan application, together with the record of the public workshop(s), and the recommendation of the Planning Board as required by Sub-Subsection 4-18.4 (A), shall form the basis for the finding of the City Commission that the proposal does or does not on balance, contribute to rather than detract from the quality of life for the residents of Key West.

Section 4-18.5 INFORMATION TO BE INCLUDED IN DEVELOPMENT PLAN

K. Truman Waterfront Port Facilities.

Applications for new port facilities or expansions to existing port facilities at the Truman Waterfront Port shall address the following questions:

1. How will the project positively or negatively impact the areas targeted for redevelopment in the community, the community as a whole, and residents on a per capita basis?
2. What specific positive or negative impacts to the quality of life in the community will result from this project? Specific areas of concern include: increased demand for housing, particularly affordable housing; jobs and job training programs, economic diversity, environmentally sensitive resources, public amenities including recreation and waterfront access, and transportation and traffic.
3. A description of the type of port facility, including proposed number of berths, whether the port use includes passenger ferries, cruise ship or marina-type uses.

DEFINITIONS

The following are definitions for key words and phrases within the proposed amendments to the Comprehensive Plan and Land Development Regulations.

BRAC - Federal Base Realignment and Closure Commission pursuant to the Defense Closure and Realignment Act of 1990, Public Law 101-510, as amended.

Continuum of Care - A comprehensive homeless assistance system that includes: a system of outreach and assessment (to determine the needs and conditions of the homeless); emergency shelters and transitional housing with appropriate supportive services; housing with, or without supportive services that has no established limitation on the amount of time in residence; and any other activity that clearly meets an identified need of the homeless and fills a gap in services.

Emergency Housing - generally refers to housing used to alleviate an immediate housing crisis, where the individual or family resides for 30 days or less.

Emergency Shelter - means any facility with sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general, or for specific populations of the homeless e.g. persons with alcohol and other substance abuse problems and/or mental illness.

Homeless - An individual or family which has a primary nighttime residence that is: (1) a supervised

publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for persons with mental illness); (2) an institution that provides a temporary residence for individuals intended to be institutionalized; or (3) a public or private place not designed for, or ordinarily used as, regular sleeping accommodations for human beings. The term does not include any individual imprisoned or otherwise detained.

Homeless Assistance Conveyance - That method of conveying Military property at no cost, to Local Redevelopment Authorities (LRA's) or homeless providers, in order to address the needs of homeless individuals as identified in a Continuum of Care Program.

Homeless Persons With Special Needs - A homeless person that has special physical, mental, or other social needs such as: (but not limited to) persons with alcohol and/or drug addiction, mental illness, single women with children, abused individuals, etc.

Housing Unit - An occupied or vacant house, apartment, or a single room occupied by one individual, known as single-room occupancy (SRO), that is intended as separate living quarters.

Permanent Housing - Affordable and/or assisted housing that is expected to be available to low/moderate income and/or homeless persons, for an indefinite period of time.

Port Expansion at the Truman Waterfront Parcel - The following activities at the Truman Waterfront Parcel shall constitute port expansion:

- a. Any increase in cruise ship berthing capacity (other than the one existing cruise ship berth on the Outer Mole Pier, which shall be appropriately permitted by the State of Florida).
- b. Development of new port facilities designed to accommodate ferry service, or use of the existing cruise ship berth at Outer Mole Pier to provide ferry service.
- c. Development of new port facilities that require either new maritime related infrastructure or channel dredging.

Rental Housing - Affordable and/or assisted rental housing that is expected to be available to low/moderate income and/or homeless persons at rents that do not exceed the established Fair Market Rent (FMR) as determined by the U.S. Department of Housing and Urban Development (HUD).

Sheltered - Families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter, including emergency shelters, transitional housing for the homeless, domestic violence shelters, residential shelters for runaway and homeless youth, and any hotel/motel/apartment voucher arrangements made because the person is homeless. The term does not include persons living doubled-up or in overcrowded or substandard conventional housing.

Short-Term Housing - Generally refers to housing that accommodates the immediate needs of individual (up to six (6) months), and provides both housing and supportive services to homeless persons to facilitate movement to transitional or permanent housing.

Social Services Special Needs Housing - Short-term housing units which provides continuum of care services to a capacity of not more than 36 homeless persons with special needs.

Supportive Housing - Housing which includes housing units and group quarters, that have a supportive environment and include a planned supportive service component.

Supportive Services - Services that include (but are not limited to): case management, housing counseling, job training and placement, primary health care, mental health services, alcohol/drug abuse treatment, emergency food, domestic violence and family services, child care, veterans services, etc.

Transitional Housing - Generally refers to housing that accommodates the needs of individuals coming out of emergency shelter situations or short-term housing, and transitioning into permanent housing. Transitional housing provides both housing and supportive services to homeless persons to facilitate movement to independent living within 24 months.

Truman Waterfront Port - One of the City's deepwater port facilities.

Unsheltered - Families and individuals whose primary nighttime residence is a public or private place that is not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

CONFORMED COMP PLAN AMENDMENTS

AMENDMENTS TO THE KEY WEST COMPREHENSIVE PLAN

The following section provides specific amendments considered necessary to ensure integration of the base reuse sites into the adopted Comprehensive Plan. Suggested changes from the existing adopted plan are shown in underline/cross-out format. These new goals, objectives and policies are meant to apply to properties within the Base Reuse boundaries only.

OBJECTIVE 1-1.5: PROMOTE COMMUNITY APPEARANCE, NATURAL AMENITIES AND URBAN DESIGN PRINCIPLES. Upon plan adoption the amended land development regulations shall ensure that improvements which potentially impact the appearance of gateway corridors such as U.S. 1, as well as major activity centers such as Old Town, the City's shoreline, public parks and other public grounds and institutions shall be managed and enhanced through application of the site plan review process.

OBJECTIVE 1-1.6: INTEGRATE FORMER MILITARY SITES. Ensure that the integration of former military land provides for long-term, sustained, economic growth consistent with the community's vision for the City of Key West, as follows:

1. Provide meaningful integration of the sites into the community fabric;
2. Help diversify the economy;
3. Encourage balanced growth in the area's economy, including commercial and service sector job growth;
4. Provide employment opportunities for the region's unemployed and underemployed persons;
5. Strengthen the local tax base;
6. Help existing business and industries expand;
7. Help small businesses develop;
8. Provide affordable housing for Key West residents;
9. Provide public recreation and access opportunities, especially on the waterfront;
10. Provide opportunities for port, harbor and marina improvements;
11. Facilitate improvements and provide physical and economic links to Bahama Village;
12. Ensure environmental sensitivity;
13. Provide opportunities for social services and special needs facilities;

Organizing principles specific to each former military use site are provided in the following policies.

Policy 1-1.6.1: Truman Waterfront Organizing Elements. All new development and redevelopment within the Truman Waterfront Parcel shall be consistent with the following key organizing elements:

1. Recreation and open space linked through landscaped multimodal green ways and view corridors with multiple access points connecting the large park and recreational area on the northwestern portion of the site with the public waterfront area, the Bahama Village marketplace and the Seminole Battery.
2. Uninterrupted public access to the waterfront through a wide promenade along the full length of the harbor.
3. Landscaped and hardscaped areas which are well-lit and designed to provide a safe area

for use by a diverse mix of recreational users including pedestrians, bicyclists and in-line skaters.

4. Affordable housing, neighborhood retail and social service uses which function as an extension of the neighborhood fabric of Bahama Village.
5. Educational and historical activity nodes.
6. Expanded use of the portions of the Truman Waterfront property for port activities.
7. Multiple ingress/egress points into the Truman Waterfront property.

Policy 1-1.6.2: Poinciana Housing Organizing Elements. All new development and redevelopment within the Poinciana Housing Parcel shall be consistent with the following key organizing elements:

1. Reuse of existing structures which creates an affordable neighborhood which is well-integrated into the surrounding community.
2. Architectural elements of all new development and redevelopment especially porches, second floor terraces and roofing, which are compatible with the existing character of the surrounding neighborhood.
3. Space between the building pods used to create an open space/park system which includes a recreational curvilinear bike and pedestrian path which transverses the site and lush landscaping.
4. A wide paved loop running the perimeter of the site and connected to the internal path; as envisioned this pedestrian/bicycle network serves as a major neighborhood amenity, providing opportunities in appropriate areas for such activities as jogging, vita-course exercising, bicycling and in-line skating, and as access to existing and future mass-transit within the city.
5. A third entrance should connect the development with Duck Avenue westward of 18th Street.

Policy 1-1.6.3: Peary Court Organizing Element. All new development and redevelopment within the Peary Court Cemetery shall be consistent with the following key organizing element:

1. Maintain property as a cemetery and historic open space.

OBJECTIVE 1-1.7: TRUMAN WATERFRONT PHASING AND INFRASTRUCTURE. Ensure that the Truman Waterfront Site is served by adequate infrastructure through appropriate phasing, study and facility improvement.

Policy 1-1.7.1: Truman Waterfront Phasing. Reuse of the Truman Waterfront site shall be phased as follows:

1. Phase I, consisting of: existing uses, including the cruise ship berth on Outer Mole Pier and

the fire station in Building 149; rehabilitation of existing buildings and facilities necessary to keep them in good repair; and, reuse of existing structures when such reuse does not result in an increase in impacts over those generated by the former military use.

2. Phase II, consisting of new recreational development on the site.
3. Phase III, consisting of new development on the site.

Policy 1-1.7.2: Truman Waterfront Infrastructure. Phase II and Phase III development on the Truman Waterfront Parcel shall not occur until the following actions have occurred:

1. The City of Key West has conducted the transportation studies identified in Policies 2-1.1.10 and 2-1.1.11, and adopted appropriate measures to implement the policies in the Comprehensive Plan; and,
2. The City of Key West has completed a stormwater masterplan for the site (either separately or as part of a larger planning and engineering study) which identifies site areas which do not meet current stormwater treatment standards and proposes methods to bring these areas up to standard; and,
3. Improvements recommended in the stormwater plan are completed for those areas where new development is proposed and the remaining improvements are scheduled in the city's five year capital plan.

Policy 1-2.1.4: Medium Density Residential Development (MDR) including Coastal Medium Density Residential (MDR/C). Areas delineated on the Future Land Use Map for medium density residential development (MDR) and coastal medium density residential (MDR/C) shall be developed, redeveloped and/or maintained as stable medium density residential neighborhoods. Medium density residential development shall be a maximum sixteen (16) units per acre in those cases where the property is outside the coastal high hazard area. Coastal medium density residential density shall be assigned a maximum of eight (8) units per acre. The coastal medium density residential designation shall be considered an overlay designation which shall be assigned to all properties, or portions thereof, which are designated for medium density residential development and are located within the coastal high hazard area. The purpose is to reinforce state policies mandating that concentrations of populations be directed away from coastal high hazard areas in order to protect against loss of life, especially along the south AIA - Atlantic Boulevard corridor.

The medium density designation is intended to provide sufficient land area for developments of medium density residential development adequately supported by public services and facilities and compatible with existing and anticipated future land uses. The medium density policy designation includes a mixture of single and multiple family structure types. Supportive community facilities and accessory land uses may be located within areas designated MDR. This designation is not intended to accommodate transient lodging and guest homes, commercial uses or freestanding office buildings. However, accessory uses, including approved home occupations, conducted within the residential structures are permitted so long as all such accessory uses are customarily incidental to and subordinate to the residential use. Other customary accessory uses and community facilities may also be located in areas designated MDR.

Review of specific densities of developments shall be directed toward preserving stability of established residential areas. Sites for medium density residential developments should be located so that they provide a smooth transition between lower density residential areas and areas developed and/or designated for other more intense uses. Generally, medium density areas should be located between the perimeter of low density residential areas and areas of high density residential concentrations or other less restrictive uses. The Poinciana Housing Parcel has been assigned a new sub-designation, MDR-1. This new category allows the current and proposed residential and social service special needs uses contemplated in the Base Reuse Plan. The density is 8 units per acre which recognizes the existing density of 6.3 units per acre and is consistent with the permitted density of 8 units per acre in the SF District surrounding the parcel. In addition to single family, two family and multi family structures, group homes with less than 6 residents and special needs social service facilities are permitted as of right. Social services and special needs housing shall be defined as short term housing (of generally less than six months) which provides a continuum of care services to a capacity of not more than 36 homeless persons with special needs.

Policy 1-2.1.5: High Density Residential Development (HDR). Areas delineated on the Future Land Use Map for high density residential development (HDR) shall be developed, redeveloped and/or maintained as stable high density residential neighborhoods. HDR development shall be a maximum twenty-two (22) units per acre. Ocean Walk, a large residential complex located northeast of the airport, was mandated by the Court and is the only property outside of Old Town which is designated HDR.

The high density designation shall only be approved for land accommodating HDR development adequately supported by public services and facilities and compatible with existing and anticipated future land uses. Supportive community facilities and accessory land uses may be located within areas designated HDR. This designation is not intended to accommodate transient lodging and guest homes, commercial uses or freestanding office buildings. However, accessory uses, including approved home occupations, conducted within the residential structures are permitted so long as all such accessory uses are customarily incidental to and subordinate to the residential use.

Other customary accessory uses and community facilities may also be located in areas designated HDR.

Policy 1-2.3.2: Historic Medium Density Residential (HMDR). The historic medium density (HMDR) residential designation on the Future Land Use Map is designed to accommodate historic Old Town residential development for permanent residents, including single family, duplex and multiple family residential structures. The historic medium density residential designation is intended to provide a management framework for preserving the residential character and historic quality of the medium density residential areas within Old Town.

The allowable maximum density of residential development in HMDR designated areas is sixteen (16) units per acre. In addition, accessory uses, including approved home occupations conducted within the residential structure, and customary community facilities can be located in the HMDR designated areas. This area is not intended for transient residential uses, including guest homes, motels or hotels. Similarly, the area shall not accommodate commercial office, retail or other commercial uses developed after the effective date of this ordinance. Existing office or commercial uses shall be permitted to continue to exist as lawful nonconforming uses if such uses continue to comply with conditions invoked when the respective uses were approved. Land development regulations shall provide performance criteria which include quantitative and qualitative measures

for preserving the quality of the man-made and natural environment and further the goals, objectives and policies of the Comprehensive Plan.

In the event the city owns the portion of the Truman Waterfront Parcel designated HMDR, the site will be developed 100 percent for affordable housing. If the site is privately owned, one-third of the dwelling units will be affordable.

Policy 1-2.3.3: Historic Residential Commercial Core (HRCC). The historic residential commercial core (HRCC) designation on the Future Land Use Map is designed to accommodate the historic Old Town residential commercial core mixed use center. The HRCC designation is intended to provide a management framework for preserving the nature, character and historic quality of the Old Town commercial core, including related residential development.

Except as otherwise specified herein, the allowed maximum density of residential development in the HRCC designated areas is twenty-two (22) units per acre. The maximum intensity of commercial core development shall not exceed a floor area ration (FAR) of one (1) considering total floor area allocated to all uses. Land development regulations shall provide performance criteria which include quantitative and qualitative measures for preserving the quality of the man-made and natural environment and further the goals, objectives and policies of the Comprehensive Plan.

The HRCC designated area has been assigned four (4) land use sub-categories in order to identify distinct legislative purposes consistent with the function, form and development constraints associated with the respective sub-areas.

First, the HRCC-1 Duval Street Gulfside tourist commercial core provides an intensely vibrant tourist commercial entertainment center characterized by specialty shops, sidewalk-oriented restaurants, lounges and bars with inviting live entertainment; and transient residential accommodations. The core of the commercial entertainment center spans generally from the Pier House south to Petronia Street as specifically referenced in the Future Land Use Map (FLUM). This segment of Duval Street is the most intense activity center in the historic commercial core.

The following light manufacturing and warehousing uses are located within the eastern portion of the HRCC-1 designation:

- Strunk Lumber Yard
- Key West Aloe Processing Plan
- Key West Hand Print Fabric shop

These light manufacturing and warehouse uses include real estate parcel numbers 24, 29, 36, 99 and 116, as delineated in the Monroe County Property Appraiser City of Key West Property Location Map dated January, 1991. In addition to uses generally allowed throughout the HRCC-1 area, the following light industrial and warehouse uses may locate exclusively within these areas (i.e., real estate parcels 24, 29, 36, 99 and 116) upon satisfying comprehensive performance criteria, including but not limited to nuisance abatement standards, screening and buffering, concurrency management, open space and all such activities must be under roof with no open yard storage:

- Warehousing and wholesaling within enclosed buildings;

- Service and repair establishments (excluding vehicle and heavy machinery service and repair), business services, printing shops and similar uses;
- Light manufacturing (excluding metal processing or fabrication) including light processing, assembly and distribution functions, electronics, research and development and similar uses;
- Building materials supply and storage, and contractor's storage;
- Vocational trade schools;
- Enclosed parking facilities; and
- Accessory uses.

The Key West Bight area has been designated HRCC-2 on the FLUM. As stated in the land use analysis within the Data Inventory and Analysis, the Key West Bight area and the surrounding environs will be designated as a redevelopment area and a redevelopment plan has been commissioned and funded. The specific improvement areas shall be identified in the redevelopment plan. The redevelopment plan shall provide a formal basis for;

1. Preserving public waterfront access as well as waterfront views;
2. Improving pedestrian linkages with adjacent and nearby activity centers;
3. Protecting and enhancing opportunities for water-dependent and water-related land use activities, while preventing undue concentrations of population within the coastal high hazard area;
4. Accommodating public improvements necessary to achieve redevelopment plan objectives; and
5. Implementing urban design schemes which attract pedestrians, increase waterfront exposure, reinforce the ambiance of the waterfront, and regulate against structures which wall-off or otherwise inhibit access to waterfront views, strategic open spaces or pedestrian linkages.

Based on the above cited objectives, the redevelopment plan shall provide a basis for additional land development and redevelopment restrictions which shall be applied to portions of the HRCC-2 designated area in order to achieve public purposes identified in public policy 1-2.3.4. The redevelopment plan shall also serve as a basis for such regulations.

Within the HRCC-2 Key West Bight area, in order to curtail the likelihood of future property damage and/or human exposure to the potential peril of storm driven tides, wind and waves, the land development regulations shall include performance criteria which restrict building mass and building intensity at strategic locations vulnerable to storm surge. Only water dependent uses shall be located within the first thirty (30) feet landward of the mean high water (MHW) or the bulkhead. Similarly, only water related uses shall be located between the thirty (30) feet setback and the one-hundred (100) feet setback from the MHW or the bulkhead. Within this one hundred (100) feet setback area from the MHW, the height of buildings shall be restricted to one inhabitable floor/story

above base flood elevation and a minimum open space ratio of .50 shall be adopted and enforced within this 100 feet setback area. The open space restriction shall not apply to a ferry terminal if the Chevron property within the Key West Bight area is selected for the City ferry terminal. The Redevelopment Plan shall provide design criteria which shall protect waterfront views, mandate pedestrian access improvements, and ensure preservation of open space. No permanent residential use shall be located within one-hundred (100) feet of the mean high water and no transient residential uses shall be allowed within any portion of the areas designated HRCC-2 on the Future Land Use Map (FLUM). The maximum floor area ratio with the HRCC-2 area shall be 0.50. Density of areas designated HRCC-2 on the FLUM shall carry a base density of eight (8) units per gross acre. These HRCC-2 designated areas may develop to a density of twelve (12) units per acre under the "transfer of development" (TDR) program assuming that the owner/developer certifies by affidavit as described below that a minimum of forty (40) percent of the residential units to affordable housing as described below. Areas designated HRCC-2 on the FLUM may be increased to twenty (20) units per acre if all units within the development are certified by affidavit of the owner/developer as affordable residential units. All increases in density above the base density of eight (8) units per acre shall be only by "transfer of development rights." An affordable housing affidavit shall guarantee that the affordable units shall be inhabited in perpetuity by residents whose income levels are consistent with income thresholds to be established in the City's affordable housing ordinance. This threshold shall be consistent with the limits established in section 420.9071 (20), FS, for moderate income persons. The HRCC-2, area is the only designated receiving area for transfers of density. If the City desires to consider designating additional lands as "receiving areas," such designations will require a plan amendment.

The third component of the HRCC area in the Duval Street Oceanside corridor from Petronia Street south to United Street, an area designated HRCC-3 on the FLUM. Located toward the oceanside end of Duval Street, this corridor serves as a center for arts, crafts, gifts, designer goods, restaurants and tourist accommodations. Structures within this corridor generally have retained a front facade which is much less commercialized relative to the entertainment center on the Gulfside of Duval Street. The front facades generally have much smaller storefront windows and frequently incorporate a residential vernacular characterized by wood frame windows, equipped with mullions, and wood clapboard siding. This area shall be regulated by more restrictive performance standards than those applicable to the HRCC area north of Petronia Street. The criteria shall require larger open space ratios, design standards which preserve and reinforce the physical characteristics of the area, and land use restrictions which exclude sidewalk bars and lounges which may produce excessive noise incompatible with surrounding activities.

The fourth component of the HRCC designation, HRCC-4, is assigned to the area within the Truman Waterfront Parcel of the Key West Base Reuse Plan. This district represents areas historically used by the military for marine-related services and port-related activities. Appropriate uses in the HRCC-4 District include the following uses so long as they are water-dependent or water-related: light manufacturing, light industrial and warehousing, service and repair, terminal operations, port operations, cruise ship berthing, marinas, parks and recreation, and bicycle rentals. Permanent residential units can be allowed as a conditional use so long as those units are less than 750 square feet or 25 percent of the other use on-site, whichever is less. Cruise ship home porting and car ferries will be prohibited.

Policy 1-2.3.5: Historic Neighborhood Commercial (HNC). The HNC designation is intended to accommodate both residential and neighborhood commercial uses typically located along major thoroughfares which lead into or are adjacent to the central core commercial area of the City of Key West. Residential activities within this designated area include single family and duplex structures as well as multiple-family structures. Commercial uses generally permitted in the area include:

- Professional offices;
- Banking and financial institutions;
- Personal service shops;
- Specialty Shops
- Retail sales and services, excluding automotive sales and services as well as drive-in or drive-through restaurants, theaters or other drive-in facilities which potentially generate similar traffic flow problems;
- Transient living accommodations and guest cottages; (excepting HNC-2 areas); and
- Other similar uses which shall be identified in the land development regulations.

The HNC designated areas may also accommodate customary accessory uses and community facilities. The land development regulations shall include criteria for managing issues surrounding land use compatibility; historic preservation; access to public facilities with available capacity; urban design amenities; and related issues which must be managed to ensure effective implementation of the Comprehensive Plan goals, objectives and policies.

These predominantly neighborhood-scale commercial uses are generally concentrated along portions of three corridors as delineated on the Future Land Use Map (FLUM). These areas generally include:

- Simonton Street: from Caroline Street south to United Street.
- Truman Avenue: from Simonton Street northeast to White Street.
- White Street: from Truman Avenue south to United Street.

In order to manage the impacts of future development on transportation and public facilities, the City shall limit the intensity of development within areas designated "Historic Neighborhood Commercial" (HNC) on the Future Land Use Map by establishing the following thresholds within areas designed HNC-1, HNC-2 and HNC-3, respectively.

1. Within areas designated HNC-1, excepting sites abutting Simonton Street and Truman Avenue, land use activities shall generate no more than one-hundred trips per one-thousand (1000) square feet of gross leasable floor area per day.
2. Within areas designated HNC-2 or HNC-3, land use activities shall generate no more than fifty (50) trips per one-thousand (1000) square feet of gross leasable floor area per day.
3. Within the HNC-2 transient accommodations shall be prohibited.

HNC-1. The neighborhood commercial development which is located along major segments of Simonton Street, Truman Avenue, and White Street (i.e., that segment of White Street south of Truman to United Street) generally includes larger scale commercial uses oriented toward the motoring public. These areas are designated "HNC-1" on the FLUM. Within areas designated HNC-1, excepting sites abutting Simonton Street and Truman Avenue land use activities shall

generate no more than one-hundred trips per one-thousand (1000) square feet of gross leasable area per day.

In addition, several nodes of neighborhood commercial activities are located within predominantly residential neighborhood northeast of Simonton Street in Old Town. These neighborhood commercial nodes are generally located at strategic intersections along the following streets:

- Eaton Street
- Fleming Street
- Southard Street

as noted on the FLUM. In addition, several neighborhood commercial uses are located along segments of White Street, including the segment from Fleming Street south to Southward Street and from Newton Street to Pine Street.

Additional concentrations or neighborhood commercial uses are located southeast of Simonton Street in Old Town at strategic intersections along the following streets:

- Catherine Street
- Louisa Street
- United Street
- South Street

The latter concentration is generally bounded by Louisa Street, Vernon Avenue, South Street, and an irregular border in the vicinity of William Street. The area is anchored by the Southern Bell property.

HNC-2. The neighborhood commercial development located at the strategic intersections within larger residential neighborhoods and on appropriate areas of the Truman Waterfront Parcel of the Key West Base Reuse Plan - as identified herein have been designated "HNC-2" on the FLUM. These "HNC-2" areas shall be 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. Within the HNC-2 areas transient accommodations shall be prohibited. Land use activities with HNC-2 areas shall be restricted to uses which generate no more than fifty (50) trips per one-thousand (1000) square feet of gross leasable floor area per day. In the future, in-fill within these strategically located neighborhood commercial centers within stable residential areas shall be strictly governed by performance criteria which ensures continued land use compatibility and stability of adjacent residential areas. These areas are currently comprised of both residential and commercial activities and shall continue to be allowed to develop as mixed use neighborhood centers. Qualitative and quantitative performance criteria shall be used to prevent encroachment by incompatible commercial uses characterized by excessive scale and intensity.

HNC-3. The HNC-3 designation shall also include the Bahama Village neighborhood commercial core along Petronia Street, approximately 200 feet west of Duval Street and extends westward to the rear property lines of lots abutting the west side of Emma Street. The Bahama Village neighborhood commercial core is linked to the Duval Street commercial core. This Village area is a City target for redevelopment and revitalization. The City initiated redevelopment program is intended to mobilize public and private initiatives in support of a village commercial center with

rehabilitated housing resources. Future improvements strategies shall place a high priority on maintaining and/or revitalizing existing housing structures while preventing displacement of residents. Concurrency management policies shall ensure that redevelopment activities provide necessary infrastructure, including traffic improvements required to comply with improvement and level of service mandates. As in HNC-2 areas, within HNC-3 areas land use activities shall not generate more than fifty (50) trips per one thousand (1000) square feet of gross leasable floor area per day.

Within HNC areas redevelopment or conversion of permanent housing structures to transient residential (excepting HNC-2 areas which do not allow transient uses), office, or other allowable commercial uses shall be permitted only if no on-site reduction in housing units for permanent residents occurs.

The allowable maximum residential density shall be sixteen (16) units per acre. The maximum intensity for nonresidential activities shall not exceed a floor area ratio of 1.00 considering floor area allocated to all uses. The HNC designation provides reasonable and equitable residential and neighborhood commercial land use options for properties located within this corridor. Performance standards shall be included in the land development regulations which restrict the allowable neighborhood commercial uses to very limited square footage in order to maintain land use compatibility with residential uses in the vicinity. In addition, the performance standards shall require minimum open space ratios, restrict the floor area based on traffic generating characteristics, and incorporate other qualitative and quantitative standards which protect residential properties.

Policy 1-2.3.8: Historic Limited Commercial Development (HCL). The limited commercial (HCL) areas are designated on the Future Land Use Map for purposes of accommodating limited commercial land use as shall upon plan adoption be defined in the land development regulations. This designation is not intended to accommodate transient residential land use activities. Single family, duplex and multiple family residential activities may be accommodated only if approved as special exceptions pursuant to conditions and procedures including affordable housing program strategies to be included in the amended land development regulations. The allowable maximum residential density shall be a maximum sixteen (16) units per acre. The maximum intensity of limited commercial development shall not exceed a floor area ratio of eight-tenths (.8) considering floor area allocated to all uses. In order to manage the impacts of future development on transportation and public facilities, the City shall limit the intensity of development within areas designated "Limited Commercial" (HCL) on the Future Land Use Map to activities generating no more than one hundred (100) average daily trips per one-thousand (1000) square feet. Sites within this designation are intended to accommodate shops with limited inventory of goods which comply with the Comprehensive Plan and the land development regulations.

Limited commercial activities shall include shops catering primarily 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.

Commercial development within the limited commercial district shall generally be restricted to the following uses: neighborhood convenience stores; small limited item shops and stores restricted to retail sales of convenience items and services including barber shops, beauty care, drug stores and pharmacies, optical stores, photography studios, and other personal services; small scale drug

stores, laundry and dry cleaning pick-up stations; specialty shops; enclosed commercial amusements; customary accessory uses, and requisite community facilities.

The HCL designation is not intended for transient uses, including motels or hotels. Areas designated for residential and limited commercial development are not intended to accommodate large-scale retail sales and trade activities generally serving a city-wide or regional market. In accordance with considerations identified in the 1998 Bahama Village Plan, no fast-food restaurants, nor any commercial use which is affiliated with a regional, state or national concern, or which advertises by common theme of architecture, signage, or operations be allowed. Such stores usually differ from limited commercial shops since the former generally require a larger floor area, carry a relatively larger inventory and require a substantially greater off-street parking area. Uses which are not intended to be accommodated within the limited commercial area include the following: large scale discount stores or supermarkets; department 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; fast food establishments primarily serving in disposable containers and/or providing drive-in facilities; and other similar services to be expressly defined in the land development regulations.

OBJECTIVE 1-2.6: ALLOCATING LAND FOR PUBLIC SERVICES (PS) AND (HPS). The Future Land Use Map shall allocate land resources for public service institutional facilities and services in New Town (PS) and in historic Old Town (HPS) as specified in the policies stipulated below. The sites shall be compatible with adjacent land uses to the greatest practical extent. The sites shall also fulfill the unique site location requirements included in respective functional plans and shall be responsive to the needs identified in related demographic and supportive needs analysis.

Policy 1-2.6.1: Public Service and Semi-Public Land Use Designation (PS) and (HPS). The public and semi-public service institutional land use designation is intended to accommodate existing public and semi-public services including: governmental administration buildings; public schools and not-for-profit educational institutions; hospital facilities and supportive health care units; arts and cultural or civic facilities; public and private parks and recreation areas; utilities; extensive open areas comprising major committed public and semi-public open spaces; and other similar activities as shall be identified in the land development regulation. Lands designated for public services shall contain sufficient acreage and open space and be properly screened and buffered in order to minimize potential adverse impacts on adjacent uses. The maximum intensity of institutional activity on lands designated PS, measure in terms of floor area ratio (FAR), shall not exceed eight-tenths (.8), including floor area allocated to all uses. The maximum FAR for recreation and open space shall be two-tenths (.2).

The maximum FAR for the HPS area shall be 1.0, excepting large scale regional public facilities, which require a community impact statement. The latter projects may have a higher FAR if approved by the City Commission. However, prior to approving an FAR in excess of 1.0, the City Commission must render a finding that the proposed public facility requires a higher FAR in order to accommodate a regional service necessary to the general health, safety and welfare of the city and/or county. Furthermore, the finding must indicate that the regional facility as proposed shall comply with all other qualitative and quantitative criteria of the Comprehensive Plan and land development regulations, including, but not limited to the adopted concurrency management policies.

Areas of the Truman Waterfront have been designated HPS-1. This designation is intended to limit

development in those areas to the existing and proposed uses identified in the Military Base Reuse Plan. These uses include a harborwalk, open space, play fields and public recreation facilities.

The Peary Court Cemetery has been designated HPS-2. This designation is intended to restrict development of the parcel to it's historic use as a cemetery and open space. Any proposed uses shall be reviewed for consistency with the Historic Preservation Plan contained in the Archeological and Historical Investigations for Proposed U.S. Navy Peary Court Housing Project, 1991.

The City shall monitor the need for increased land area for institutional uses and shall ensure that the institutional land use designation on the Future Land Use Map is expanded to accommodate the development of public and semi-public facilities such as governmental administration buildings; fire, police and rescue services; health care delivery services; educational institutions and other essential public services.

Land uses such as place of worship, cultural or civic centers, and other similar public or private not-for-profit uses may be included within this land use designation or within any other land use designations appearing on the Future Land Use Map if the respective use satisfies the substantive and procedural conditions of the amended land development regulations.

OBJECTIVE 1-3.3: ENCOURAGE REDEVELOPMENT AND RENEWAL. Upon plan adoption, the City shall amend the land development regulations and shall incorporate a regulatory framework for managing future redevelopment. Redevelopment planning activities shall direct highest priority to areas with local historical significance. In drafting the redevelopment program, the City shall coordinate public and private resources necessary to initiate needed improvements and/or redevelopment within these areas.

Policy 1-3.3.1: Regulatory Enforcement Activities. Regulations enforcement activities shall be continued as an integral part of the City's regulation programs. The regulations enforcement program shall preserve and protect structurally sound land improvements and land uses consistent with the Comprehensive Plan.

Policy 1-3.3.2: Public and Private Sector Partnerships. The City shall coordinate redevelopment issues with the private sector in promoting mobilization of public and private resources necessary to effectively carry out redevelopment efforts.

OBJECTIVE 1A-1.1: PRESERVE HISTORIC RESOURCES. The City's Historic Preservation Planner and Historic Architectural Review commission (HARC) shall continue to: identify, document on the Florida Master Site File, and evaluate historic, architectural and archaeological resources in the City; place historic and maritime resources on the local and National Register; issue awards of recognition; and prepare HARC annual reports, as specified in the following policies.

Policy 1A-1.1.12: Military Base Reuse Plans. Upon adoption of a Military Base Reuse Plan by the City of Key West, the Historic Planner shall review the Plan to determine appropriate actions required to protect and preserve identified historic resources within the base site. This review should be conducted in conjunction with the State Historic Preservation Officer and HARC. Appropriate actions include those contained in Policy 1A-1.1.2 and Policy 1A-1.1.3 herein. At a minimum, actions on the Peary Court Cemetery site should be consistent with the Historic Preservation Plan for that site.

Policy 1A-1.2.18: HARC Review of Military Base Reuse Plans. Upon adoption of a Military Base Reuse Plan by the City of Key West, the Historic Planner shall review the Plan to assess historic resources. Based on this analysis, the Planner shall propose appropriate changes to the boundary of the Key West Historic District necessary to protect historic resources contained in the Plan. HARC guidelines and procedures shall be updated to include review of historic resources identified in the Base Reuse Plan. All proposed development for the Truman Waterfront shall be reviewed by HARC consistent with the review processes used for other historically designated zoning districts.

Policy 1-3.12.5: Building Permit Allocation System. The designation of Future Land Use Classifications which allow residential densities within the Truman Waterfront Parcel does not in itself provide any allocation of units through the Building Permit Allocation System for that area. In order to facilitate redevelopment of the Truman Waterfront Parcel, equivalent single-family unit values and associated development rights may be transferred from any where within the city to land use classifications within the Truman Waterfront Parcel which allow residential development. This is not a transfer of density; rather, it pertains to the transfer of units which are allocated or vested in accordance with the Building Permit Allocation Ordinance. Any density associated with the unit host site will remain on that site; however, once the unit is transferred, the density on the host site cannot be developed until units are allocated through the Building Permit Allocation Ordinance. The City Manager or his designee shall maintain records of the transfer of units under this provision.

OBJECTIVE 2-1.1: SAFE, CONVENIENT, AND EFFICIENT TRANSPORTATION SYSTEM. Establish a safe, convenient, and efficient motorized and non-motorized transportation system in the City through development and implementation of level of service (LOS) standards and identified transportation improvements, as shown in the Future Traffic Circulation Map (Map II-8) and Schedule of Improvements (Table II-1), to meet said levels of service standards.

Policy 2-1.1.10: Comprehensive Traffic Circulation Study. Within the next two years the City of Key West will conduct a comprehensive traffic circulation study that considers current traffic volumes, recent and planned development projects, street circulation, parking, public transportation, ports, aviation facilities, level of service and potential needed improvements and changes in traffic circulation. This study should result in a comprehensive listing of needed transportation improvements and an identification of short term and long term implementation and financing strategies. Special efforts will be made to maximize the utilization of mass transit systems and other alternative modes. Needed improvements and financing strategies to address, among others, the impacts from the Chapter 288 Military Base Reuse Plan will also be incorporated in the Capital Improvement Element of the City's comprehensive plan by June 30, 2001 as applicable.

Policy 2-1.1.11: Concurrency Management Study. Within the next two years the City of Key West will conduct a study to evaluate concurrency management options that may include reducing level of service standards, concurrency exception areas, and other options as appropriate. The recommendations of this study will be used to update the City of Key West's concurrency management system.

Policy 3-1.1.3. Additions to LDRs. Based on the Comprehensive Plan analysis of "growth management," the city shall repeal the growth management ordinance and adopt as part of the land development regulation: 1.) An affordable housing ordinance; and 2) a rate of growth ordinance. . . .

Affordable Housing Dwelling Unit Eligibility Requirements. The following criteria shall be

required for dwelling units to qualify as affordable housing to the extent lawful; however, a waiver mechanism shall be provided in the land development regulations.

1. The dwelling unit shall have a sale price (including escrow requirements) less than or equal to three (3) times the median household income in Key West, or have rental rates, including sewer and solid waste charges, which are less than or equal to thirty (30) percent of median household income in Key West.
2. The dwelling unit shall be occupied by a household which meets all the "Applicant Eligibility Requirements for Affordable Housing" as herein stated.
3. The landlord of rental units shall perform routine maintenance and keep the units in standard condition.
4. The parcel and development shall meet all requirements of the City of Key West Land Development Regulations for the district in which the parcel is located.
5. Sites for affordable housing shall be approved if such sites have access to the following facilities, services, and/or activity centers:
 - a. Services by potable water and central wastewater systems;
 - b. Accessible to employment centers, including shopping centers which accommodate stores offering household goods and services needed on a frequent and recurring basis;
 - c. Located on a paved street accessible to a major street (i.e., included in the City's major thoroughfare plan);
 - d. Accessible to public parks, recreation areas, and/or open space systems; and
 - e. Located on sites having adequate surface water management and solid waste collection and disposal.

Fees in lieu of construction of affordable housing shall be paid by developers if sites having required affordable housing do not have access to the facilities, services and/or activity centers listed above.

If possible, affordable housing sites should be accessible to social service centers which offer such services as counseling and day care.

6. Demonstration of continuing affordability shall be by deed restriction or any other method that effectively runs with the land.
7. The City will give priority to fill affordable housing vacancies which are accessible to the elderly or disabled non-elderly as well as priority to veterans.
8. The City will direct priority to occupancy of larger sized affordable housing units by families with more than four members.

Affordable Housing Applicant Eligibility Requirements. The following eligibility criteria shall be required for households qualifying for affordable housing units to the extent lawful; however, a waiver mechanism shall be provided in the land development regulations.

1. The household shall derive at least seventy percent (70%) of its household income from gainful employment in the City of Key West.
2. The total income of eligible households shall not exceed 70% of the median income for the City of Key West.
3. Eligibility is based on proof of legal residence in Key West for at least 12 months.
4. Single persons eligible for affordable housing shall be 18 years or older.
5. Priority shall be given to applicants whose head of household is elderly, disabled non-elderly, or a veteran.
6. Priority shall be given to larger families for larger sized affordable housing units.
7. The applicant shall execute a sworn affidavit stating the applicant's intention to occupy the dwelling unit.

Affordable Housing and Affordable Housing Applicant Eligibility Requirements for the Base Reuse sites shall be defined through the Housing Authority of the City of Key West's Affordability Policy, adopted July 1998. Amendments to said policy shall be incorporated into the Comprehensive Plan definition so long as they are first affirmatively approved by both the City of Key West and the Department of Community Affairs.

Said policy may be updated from time to time and shall be incorporated into the Comprehensive Plan definition, so long as they are first affirmatively approved by both the City of Key West and the Department of Community Affairs.

Relocation. Low and moderate income families who meet the...

Policy 3-1.7.6: Special Housing Studies. In order to maintain housing policies responsive to changing conditions, problems, and issues, the city shall undertake special housing studies as needed in order to develop specific local strategies for resolving unanticipated housing problems and issues. The city shall conduct an analysis to identify funding options for affordable housing. Include a cost/benefit analysis of alternative management options, particularly as they relate to maintaining housing affordability in perpetuity.

GOAL 5B: Integrate the City of Key West's deep water port facilities at the Truman Waterfront Parcel into the community and maximize their benefit to the city through consideration of quality of life as well as economic issues in all decisions about operation or expansion of existing facilities, or siting of new facilities within the Truman Waterfront Parcel.

OBJECTIVE 5B-1.A EXISTING PORT FACILITIES AT THE TRUMAN WATERFRONT PARCEL. The operation of the Key West Port shall be consistent with all elements of the

Comprehensive Plan. Only one cruise ship berth will be allowed at the Truman Waterfront Parcel. Expansion of other port facilities, including ferry facilities, at the Truman Waterfront Parcel must meet the objectives and policies in 5B-1.B.

Policy 5B-1.A.1.: Definition of City Port Facilities. The Truman Waterfront (including Mole Pier) shall be defined as one of the city's deep water port facilities.

Policy 5B-1.A.2.: Port Protection from Incompatible Land Uses. The Key West port at the Truman Waterfront Parcel shall be protected from the encroachment of incompatible land uses through the implementation of the Comprehensive Plan Future Land Use Map and application of the Plan's implementing Land Development Regulations.

Policy 5B-1.A.3.: Operational Guidelines. Within 180 days of conveyance of Mole Pier to the City of Key West, the Port Director will implement operational guidelines to ease impacts which may be created by cruise ships berthing at North Mole Pier. The Port Advisory Board shall conduct a public review of the proposed operational guidelines prior to their implementation.

Policy 5B-1.A.4.: Applicable State Coordination, State and Federal Permits. Upon becoming the property owner of the Truman Waterfront Port, the City of Key West shall apply for necessary submerged land leases and necessary related permits from the State of Florida in order to address the Outer Mole Pier cruise ship berth. The city will request the U.S. Navy to cooperate with the city for joint applications prior to the transfer of the property to the city. The City shall obtain all necessary submerged land leases from the State of Florida within one year of becoming the property owner. The one year limitation will be tolled if issues identified in the study process set out in Policy 5B-4.4 become issues in the submerged land lease process, if issues raised by the Department of Environmental Regulation during the submerged land lease process require studies that cannot reasonably be completed within one year, or if the submerged land lease is challenged in judicial or administrative proceedings. The City shall proceed with diligence to obtain any other permits that it is responsible for obtaining from the State of Florida or the United States.

Policy 5B-1.A.5.: Quality of Life Study. Within two years of becoming the property owner, the City will complete a comprehensive study of the impacts of the cruise ship berth at the Outer Mole on quality of life, environmentally sensitive resources, public amenities (including public access and recreation), waterfront access and transportation/traffic. The study shall make specific recommendations on how to eliminate, mitigate or minimize adverse impacts. The study shall be submitted for public review and comment to a joint session of the Key West Planning Board and the Key West Port Advisory Board. They shall make a joint recommendation to the City Commission. The cruise ship berth at the Outer Mole may remain in operation in order to allow the City to study such impacts, under the following conditions until the completion and implementation of the study.

During the pendency of the Quality of Life Study, the Outer Mole Pier shall have a limit on the number of cruise ships of 230 cruise ships between October 1, 1999, and September 30, 2000; 240 cruise ships between October 1, 2000, and September 30, 2001; 250 cruise ships between October 1, 2001, and September 30, 2002; 260 cruise ships between October 1, 2002, and September 30, 2003

The study shall analyze the need and desirability for limits, requirements and restrictions

concerning the amount (in terms of port calls and passengers), location, timing, standards, mitigation measures and other actions necessary to ensure that the use of the Outer Mole Pier as a destination for cruise ships maintains the City's unique quality of life, does not exceed the capacity of the City's infrastructure, protects the environment and is in the best long term socio-economic interests of the City's residents.

Within one year of receipt of the study, or as otherwise recommended in the study, the City will react positively to the data, analysis and recommendations of the study through any necessary plan amendments, land development regulations and/or other actions.

The study shall be completed within two years from the date of conveyance.

The study shall be based upon the best available data and analysis and shall specifically identify, analyze and assess the following impacts, if any, of existing and increased cruise ship activity, including that of future, larger ships:

1. The economic impact (both positive and negative) on existing businesses and attractions in the City.
2. The City's costs of construction, maintenance and operation of all relevant public facilities, services and amenities which are reasonably attributable to the cruise ship industry.
3. The impact on the marine environment, including an assessment of impacts on sediment and water quality, the resuspension of sediments, turbidity, seagrass beds and all living marine resources.
4. Any adverse economic impacts resulting from any environmental degradation found to exist, to businesses dependant upon the resources identified in subsection 3.
5. The impacts on the need for affordable housing units, and how any increased demand can be met.
6. The impact to the character of and quality of life in the city.

The study shall assess the feasibility and advisability of certain management strategies, including, but not limited to:

1. Limitations on port calls and "black out" days so that cruise ships would not land in Key West when tourist activities are already pronounced, such as, but not limited to, Fantasy Fest and New Years Eve. Impacts such as pedestrian and vehicular traffic amounts and patterns, among other things, shall be considered in this analysis.
2. Practices such as increasing the minimum length of stay of cruise ships, increasing passenger spending, passenger management, increasing tariffs (including docking and disembarkation fees), berthing of small cruise ships, or other appropriate measures to maintain and increase revenues while reducing impacts of cruise ships.

3. The use of best management practices regarding dockside cleaning.
4. An assessment of the impacts of cruise ship activities upon public amenities, including recreational facilities and public waterfront access.
5. An assessment of the impacts of cruise ship activities upon infrastructure including transportation, water, sewer and solid waste facilities.
6. Specific strategies to eliminate, where possible, and minimize and mitigate adverse impacts.

The study shall be performed by an entity selected in accordance with the competitive procurement process set forth in Sections 1.266 and 1.267 of the City of Key West Code of Ordinances, subject to the following additional requirements:

- A. All entities wishing to participate in the competitive procurement process shall respond to a Request for Proposals (RFP) developed pursuant to subsections B and C of this Policy.
- B. The RFP shall be disseminated on a national basis and shall include, but is not limited to, its posting on the Internet with the Natural Resource Economics News Group maintained by the University of Kentucky and the News Group maintained by the Association of Regional Economists and the advertisement of the RFP in the Journal of the Association of Environmental and Natural Resource Economics.
- C. No entity responding to the RFP which proposes to perform the study contemplated by Policy 5B-1.A.5 shall be eligible for selection by the City if such entity currently or within the past two years represented or was employed by commercial cruise ship interests. The entity selected shall also agree not to represent or be employed by commercial cruise ship interests until the study is finalized and presented to the City. The entity selected shall have expertise in the disciplines necessary to perform the analysis required to implement Policy 5B-1.A.5.

The City shall contract with a university in a collaborative effort to develop the scope of services required for the Quality of Life Study set forth in Policy 5B-1.A.5. After completion of the Quality of Life Study, the same university which participated in the development of the scope of services shall review the Quality of Life Study to determine that the study was performed in conformance with the scope of work.

OBJECTIVE 5B-1.B: EXPANSION OF PORT FACILITIES AT THE TRUMAN WATERFRONT PARCEL, MINIMIZING POTENTIAL ADVERSE LAND USE AND ENVIRONMENTAL IMPACTS. Any expansion or siting of new port facilities at the Truman Waterfront Parcel, if approved, shall be consistent with all elements of the Comprehensive Plan in a manner which

first avoids to the greatest extent possible and when avoidance is not practicable, then minimizes and mitigates the potential adverse environmental impacts as well as conflicts between the port and areas around the port. Expansion of port facilities, including ferry facilities, at the Truman Waterfront Parcel must meet the following objectives and policies.

Policy 5B-1.B.1: Expansion or Siting of New Port Facilities. Any expansion or siting of existing or new port facilities at the Truman Waterfront Parcel shall take place only after a finding by the City Commission, pursuant to the review process set forth in Policy 5B-1.B.2, that such facilities and their impacts will on balance contribute rather than detract from the quality of life for residents of Key West and protection of marine resources.

Policy 5B-1.B.2: Port Development/Expansion Consistency. In addition to The Development Plan Review Procedures as set forth for a major development in the Land Development Regulations the procedures set forth below shall be used for preparation and review of applications for expansion of existing port facilities at the Truman Waterfront Parcel or siting of new facilities at the Truman Waterfront Parcel.

The information required to be included in the development plan as well as the following additional information shall be included in port related development plan applications:

1. How will the project positively or negatively impact the areas targeted for redevelopment in the community, the community as a whole, and residents on a per capita basis?
2. What specific positive or negative impacts to the quality of life in the community will result from this project? Specific areas of concern include: Increased demand for housing, particularly affordable housing; jobs and job training programs; economic diversity; environmentally sensitive resources; public amenities including recreation and waterfront access; and, transportation and traffic.

The application including this information, together with the record of the public workshop(s) described under Policy 5B-1.B.3, shall form the basis for the finding of the City Commission that the proposal does or does not on balance, contribute to rather than detract from the quality of life for the residents of Key West and protection of natural resources.

Policy 5B-1.B.3.: Public Review Process for Port Expansion or Siting of New Facilities at the Truman Waterfront Parcel. In order to ensure adequate public discussion of port expansion activities during the development review process, a workshop to encourage public discussion of issues will be held after the development plan submittal to city staff and before the Planning Board makes a recommendation regarding the plan. This process is meant to supplement the existing development approval process as outlined in the Land Development Regulations.

1. A development plan shall be submitted to the Planning Director outlining proposed expansion plans and the impacts associated with the plan per the development plan submittal requirements of the land development regulations, including the information in Policy 5B-1.B.2.
2. A joint workshop will be held between the Planning Board and the Port Advisory Board for the purposes of encouraging public discussion about the proposed

expansion. The workshop will be chaired by the Planning Board Chairperson, according to the following guidelines.

- a. The meeting will be held in a workshop format designed to encourage public discussion and interaction. The applicant will be encouraged to provide responses to questions and explain aspects of the application during the workshop. Board members will also be encouraged to enter the discussion or provide information. A hearing format is discouraged.
- b. A neutral facilitation process can be used at the discretion of the Planning Director.
- c. At the end of the workshop, the following findings will be made by the members present from both boards: is additional information necessary for the Planning Board and City Commission to consider the plan? And, is additional public workshop discussion needed to clarify the plan? The findings should not include recommendations for or against the project at this time. If additional discussion is needed, further workshops can be scheduled. Additional information can be provided either at future workshops, if they are scheduled, or as an amendment to the development plan.
- d. The public workshop will be advertised in the local newspaper a minimum of seven days in advance of the meeting.

Policy 5B-1.B.4.: Prohibited Activities at the Truman Waterfront Parcel, Definition of Port Expansion at the Truman Waterfront Parcel, Procedure for Approval of Port Expansion.

1. The following port activities shall not be permitted at the Truman Waterfront Parcel:
 - a. Cruise ship home porting.
 - b. Car ferries.
2. The following activities at the Truman Waterfront Parcel shall constitute port expansion:
 - a. Any increase in cruise ship berthing capacity (other than the one existing cruise ship berth on the Outer Mole Pier, which shall be appropriately permitted by the State of Florida).
 - b. Development of new port facilities designed to accommodate ferry service, or use of the existing cruise ship berth at Outer Mole Pier to provide ferry service.
 - c. Development of new port facilities that require either new maritime related infrastructure or channel dredging.

3. No port expansion shall be permitted except through the major development review process set out in the City of Key West Land Development Regulations, as modified by Policy 5B-1.B.3.

Policy 5B-1.B.5.: Port Protection from Incompatible Land Uses. The Key West port at the Truman Waterfront Parcel shall be protected from encroachment of incompatible land uses through the implementation of the Comprehensive Plan Future Land Use Map and application of the Plan's implementing Land Development Regulations

OBJECTIVE 5B-2: PORT FACILITIES AND ECONOMIC DEVELOPMENT AT THE TRUMAN WATERFRONT PARCEL. The City of Key West shall stimulate the local economy by providing port-of-call facilities to meet existing and future demand and facilitate activation and redevelopment of adjacent base reuse areas, so long as port expansion at the Truman Waterfront Parcel meets the criteria and process described in Objective 5B-1 and the objective's implementing policies.

Policy 5B-2.1: Maintain and Expand Port Contribution to Local Economy at the Truman Waterfront Parcel. The Key West Port shall generate significant economic benefits so long as port expansion at the Truman Waterfront Parcel meets the criteria and process described in Objective 5B-1 and the objective's implementing policies.

Policy 5B-2.2: Scheduled Port Improvements at the Truman Waterfront Parcel to Meet Service Demand. The city shall schedule all port improvements for the Truman Waterfront Parcel in the annually updated Capital Improvement Plan of the City of Key West Comprehensive Plan, which shall be adopted by the City Commission. Improvements which relate to port expansion activities shall only be included in the schedule if the expansion activity has been approved per the criteria and process described in Objective 5B-1 and the objective's implementing policies (see Table 5B-1).

OBJECTIVE 5B-3: PORT FACILITY IMPROVEMENTS AND HURRICANE EVACUATION AT THE TRUMAN WATERFRONT PARCEL. Consistent with the hurricane evacuation planning action as identified in the Coastal Management Element, the City of Key West shall identify opportunities for facilitating hurricane evacuation using high-speed ferries and other appropriate vessels at the Truman Waterfront Parcel.

Policy 5B-3.1: Multimodal Transportation Hurricane Evacuation. When negotiating new high-speed ferry operation contracts at the Truman Waterfront Parcel in Key West, identify parameters under which ferries can be used for hurricane evacuation.

Insert

table

OBJECTIVE 5B-4: INTERGOVERNMENTAL COORDINATION. Operation and expansion of the Truman Waterfront Parcel at the Key West Port shall be coordinated with all appropriate Federal and state agencies and other entities having jurisdiction over impacted resources including, but not limited to, the U.S. Army Corps of Engineers, the U.S. Navy, the U.S. Coast Guard, the State and Federal Departments of Transportation, the State Department of Community Affairs, Florida Department of Environmental Protection, the South Florida Water Management District, the South Florida Regional Planning Council, the Metropolitan Planning Organization, the Monroe County Office of Emergency Preparedness, and the resource planning and management plan prepared pursuant to CH 380, F.S.

Policy 5B-4.1: COORDINATING FISCAL MANAGEMENT of the Truman Waterfront Parcel. The port improvements for the Truman Waterfront Parcel, as well as related parking and road improvements for the Truman Waterfront Parcel shall be coordinated with appropriate public entities to ensure consistent fiscal programming among public agencies active in port facility development and related infrastructure. These agencies shall include but not limited to: the U.S. Corps of Engineers, the State and Federal Departments of Transportation, the Monroe County Emergency Preparedness Committee, and other appropriate entities.

Policy 5B-4.2: Port Advisory Board Initiatives at the Truman Waterfront Parcel. The executive director of the City of Key West Port Authority Board shall submit respective port expansion projects at the Truman Waterfront Parcel cited in the port master plan to the appropriate funding agencies for approval and inclusion in their respective budgets.

Policy 5B-4.3: City Commission Initiatives at the Truman Waterfront Parcel. The City Commission shall meet with its legislative and congressional delegations to enlist the delegations' support for port improvements cited in the port master plan and in the capital improvements program.

Policy 5B-4.4: Federal Harbor Study. By year end 1999, the city shall request that the United States Army Corps of Engineers study environmental impacts associated with use of the federal harbor project and remedy any identified impacts through the USACE's operation and maintenance responsibilities for the Key West Federal Harbor Project. The city shall support the USACE's efforts to study environmental issues associated with the project, and implement suggested best management practices into port operation protocols. The City Commission shall review any capital items recommended in the plan as part of annual updates to the adopted Capital Improvement Plan.

OBJECTIVE 5B-5.1: TRAFFIC CIRCULATION COORDINATION. The surface transportation access to ports shall be consistent with the Comprehensive Plan Traffic Circulation Element.

Policy 5B-5.2: Integration of Port with Intermodal Transportation. The City shall ensure that access routes to ports are properly integrated with other modes of surface or water transportation.

Policy 5B-5.3: Coordinate Port Improvements with Needed Road and Parking Improvements at the Truman Waterfront Parcel. The Port shall continue to coordinate port improvements at the Truman Waterfront Parcel with needed roadway and parking improvements which have been identified and included in the annually updated Capital Improvement Plan of the City of Key West Comprehensive Plan

DEFINITIONS

The following are definitions for key words and phrases within the proposed amendments to the Comprehensive Plan and Land Development Regulations.

BRAC - Federal Base Realignment and Closure Commission pursuant to the Defense Closure and Realignment Act of 1990, Public Law 101-510, as amended.

Continuum of Care - A comprehensive homeless assistance system that includes: a system of outreach and assessment (to determine the needs and conditions of the homeless); emergency shelters and transitional housing with appropriate supportive services; housing with, or without supportive services that has no established limitation on the amount of time in residence; and any other activity that clearly meets an identified need of the homeless and fills a gap in services.

Emergency Housing - generally refers to housing used to alleviate an immediate housing crisis, where the individual or family resides for 30 days or less.

Emergency Shelter - means any facility with sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general, or for specific populations of the homeless e.g. persons with alcohol and other substance abuse problems and/or mental illness.

Homeless - An individual or family which has a primary nighttime residence that is: (1) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for persons with mental illness); (2) an institution that provides a temporary residence for individuals intended to be institutionalized; or (3) a public or private place not designed for, or ordinarily used as, regular sleeping accommodations for human beings. The term does not include any individual imprisoned or otherwise detained.

Homeless Assistance Conveyance - That method of conveying Military property at no cost, to Local Redevelopment Authorities (LRA's) or homeless providers, in order to address the needs of homeless individuals as identified in a Continuum of Care Program.

Homeless Persons With Special Needs - A homeless person that has special physical, mental, or other social needs such as: (but not limited to) persons with alcohol and/or drug addiction, mental illness, single women with children, abused individuals, etc.

Housing Unit - An occupied or vacant house, apartment, or a single room occupied by one individual, known as single-room occupancy (SRO), that is intended as separate living quarters.

Permanent Housing - Affordable and/or assisted housing that is expected to be available to low/moderate income and/or homeless persons, for an indefinite period of time.

Port Expansion at the Truman Waterfront Parcel - An increase in berthing capacity (other than the one existing cruise ship berth on the Outer Mole Pier which shall be appropriately permitted by the State of Florida) within the City of Key West's deep water port which requires new maritime-related infrastructure and/or channel deepening, including ferry facilities. The replacement or repair of existing infrastructure, so long as that activity is in the same location and does not increase capacity, as well as maintenance dredging shall not be considered expansion.

Rental Housing - Affordable and/or assisted rental housing that is expected to be available to low/moderate income and/or homeless persons at rents that do not exceed the established Fair Market Rent (FMR) as determined by the U.S. Department of Housing and Urban Development (HUD).

Sheltered - Families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter, including emergency shelters, transitional housing for the homeless, domestic violence shelters, residential shelters for runaway and homeless youth, and any hotel/motel/apartment voucher arrangements made because the person is homeless. The term does not include persons living doubled-up or in overcrowded or substandard conventional housing.

Short-Term Housing - Generally refers to housing that accommodates the immediate needs of individual (up to six (6) months), and provides both housing and supportive services to homeless persons to facilitate movement to transitional or permanent housing.

Social Services Special Needs Housing - Short-term housing units which provides continuum of care services to a capacity of not more than 36 homeless persons with special needs.

Supportive Housing - Housing which includes housing units and group quarters, that have a supportive environment and include a planned supportive service component.

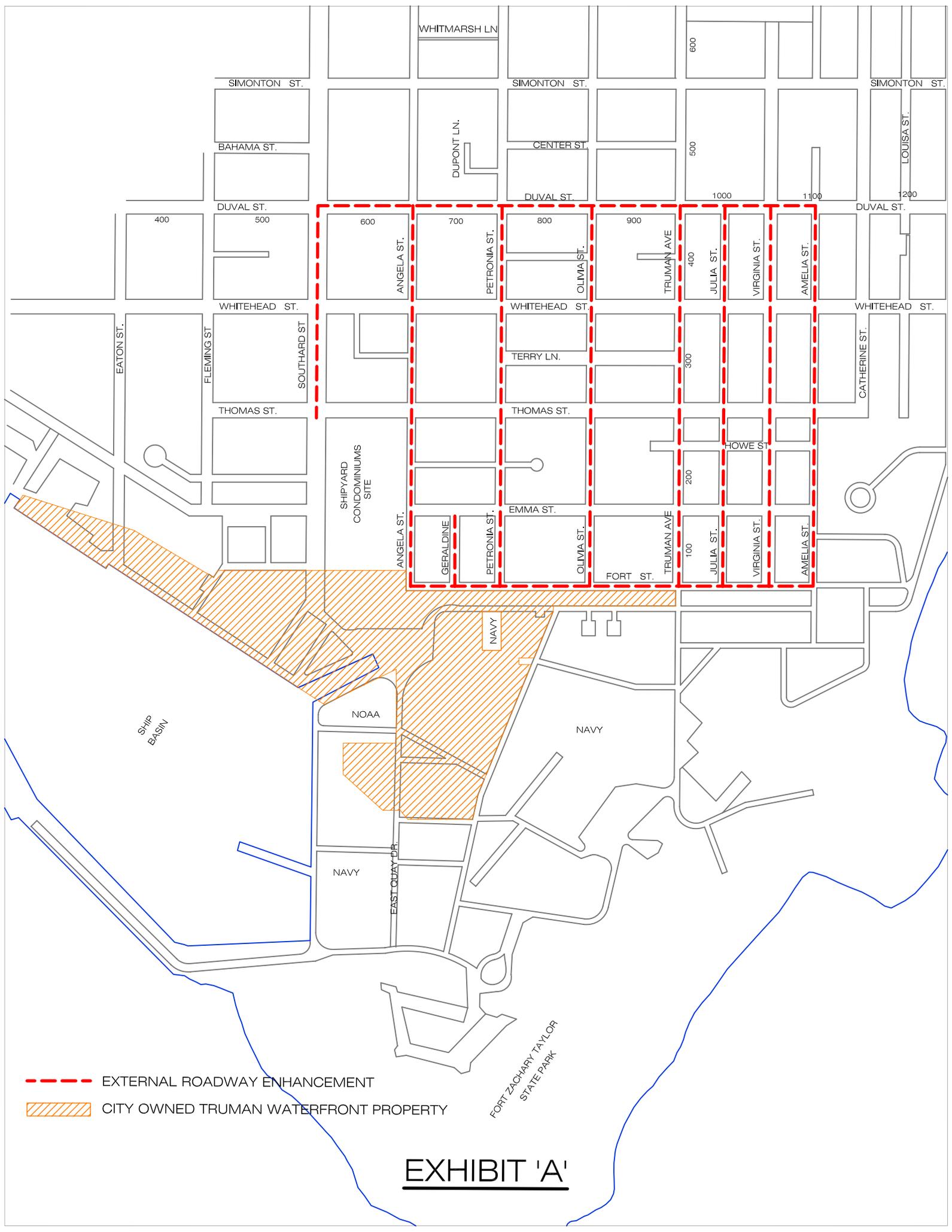
Supportive Services - Services that include (but are not limited to): case management, housing counseling, job training and placement, primary health care, mental health services, alcohol/drug abuse treatment, emergency food, domestic violence and family services, child care, veterans services, etc.

Transitional Housing - Generally refers to housing that accommodates the needs of individuals coming out of emergency shelter situations or short-term housing, and transitioning into permanent housing. Transitional housing provides both housing and supportive services to homeless persons to facilitate movement to independent living within 24 months.

Truman Waterfront Port - One of the City's deepwater port facilities.

Unsheltered - Families and individuals whose primary nighttime residence is a public or private place that is not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

PETRONIA STREET INFO



- EXTERNAL ROADWAY ENHANCEMENT
- CITY OWNED TRUMAN WATERFRONT PROPERTY

EXHIBIT 'A'



Community Redevelopment Area Application for Tax Increment Appropriation

Applications for funding are accepted on an annual basis between July 1st and September 30th. Complete applications must be submitted by October 31st each calendar year and by law funding for the Community Redevelopment Agency occurs after January 1. By making this application, Applicant certifies that he or she has read Section 163.340(9), Florida Statutes (the definition of "community redevelopment") and the City's Community Redevelopment Plan (including any amendment or restatement thereof, and understands that any funding pursuant to application must be consistent with the City's community redevelopment policy objectives. The attached Community Redevelopment Agency Use of Tax Increment Funding Guidelines include additional information to assist in the application process. Applicants should be especially aware of the Objective Criteria included in those Guidelines as they respond to questions in this application.

Section 163.340(9), Florida Statutes (the definition of "community redevelopment for blighted areas") "Community redevelopment" or "redevelopment" means undertakings, activities, or projects of a . . . municipality, or community redevelopment agency in a community redevelopment area for the elimination and prevention of the development or spread of . . . blight, or for the reduction or prevention of crime, or for the provision of affordable housing, whether for rent or for sale, to residents of low or moderate income, including the elderly, and may include. . . redevelopment within a community redevelopment area . . . that [is] deteriorating and economically distressed, or rehabilitation or conservation in a community redevelopment area, or any combination or part thereof, in accordance with a community redevelopment plan and may include the preparation of such a plan.

A. APPLICANT

1. Name City of Key West – Planning Department
- Address 604 Simonton Street, Upstairs
- Telephone Number (305) 809-3722
- Facsimile Number (305) 809-3739
- E-Mail Address akimball@keywestcity.com

2. If you are an entity provide a description of your business or organization. Attach supporting information and materials if available.
N/A – entity is the City of Key West

B. PROJECT INFORMATION

1. For: (circle one)

(a) Bahama Village Subarea (b) Caroline Street Corridor Subarea – *Note: Applications for this subarea will begin in 2010 for 2011 Appropriations*

For: (circle one)

(a) New Development (b) Redevelopment (c) Rehabilitation

(d) Infrastructure (e) Programs

2. Project Title

Provide a project title for your community redevelopment financing request project or program.

Petronia Street Enhancement Design

3. Summary Project Description

Provide a brief description and background information on your community redevelopment project:

The Petronia Street Enhancement Project includes the preparation of a master enhancement design for Petronia Street between Duval Street and Fort Street. The project anticipates that the existing partial streetscape design will be reassessed and that a new design for the entire corridor (which respects the physical, cultural and historic aspects of each block) will most likely emerge. The new design is expected to include landscaping, signage (including wayfinding), street furniture, lighting, pedestrian and bicycle connectivity, ADA requirements, parking and loading areas and stormwater improvements. Detailed design and implementation will occur as part of later phases of the project and are not addressed in this proposal.

Historically and culturally sensitive design for Petronia Street is important. A good streetscape is expected to increase commercial opportunities, improve the local economy, improve safety, improve environmental design, and provide better opportunities for the Bahama Village community. Importantly, this design will include Fort Street, which leads to the Truman Waterfront site.

4. Evaluation Criteria

Identify which Objectives and Implementing Policies from the Plan the proposal complies with and why.

The Bahama Village Redevelopment Plan 1998 Update identifies streetscape improvements conceptually as well as specifically on Petronia Street in numerous places throughout the document, including the following:

- Urban Design Framework graphic specifically shows Petronia Street (page 48);
- The Streetscape Concepts graphic specifically shows Petronia Street (page 49);
- Implementation efforts identified on Page 26, including streetscapes and traffic calming conceptually describe the importance of such projects;
- Connection of north-south corridors to the BRACC property (known as the Truman Waterfront Site) includes specific mention of Petronia Street on page 43 of the plan;
- Petronia Street is listed as a top priority in the Program Priority List (page 67); and,
- The Redevelopment Activities and Costs Section identifies Petronia Street streetscaping (page 76).

The proposed project will fulfill the original intent of the plan by providing meaningful connectivity between Duval Street through Fort Street, and by supporting redevelopment efforts along Petronia Street throughout the redevelopment area. The existing streetscape design, while well intentioned, is generally not considered to be a success or to provide a good model for continuing to Fort Street.

5. Location and Project Boundaries

Provide information that fully describes and illustrates the location and boundaries of the proposed project. Include map(s), legal description(s) and boundary survey, if available, property tax identification numbers, address, and area (in sq. ft. or acres). Provide photographs of the site where work is proposed. You may attach additional information. A map showing the approximate project location is attached. The project boundaries are expected to include public land and right of way along the entirety of Petronia Street, from Duval Street to Fort Street.

6. Ownership and Legal Structure

Provide the full name(s) of the person(s) or entity(s) expected to own the project, if the project will not be owned by the City, and fully describe their legal structure (i.e. principals, ownership interests, liability, relationship to parent organization, subsidiaries, etc.). Before any funding each applicant will be required to provide federal and state tax identification numbers (or a social security number if the applicant is an individual without a tax I.D. number). Please note that a restrictive covenant may be required by the City of Key West for your project.

The City of Key West is the owner of the project.

7. Detailed Project Description

Provide a complete description of the proposed community redevelopment project. If funding is required in phases, then provide information for cost and funding requests for each phase as well as the total project. Please address each applicable category below.

- a. Describe who has ownership and/or control of the project site. The project will be located on land owned by the City of Key West and the city is expected to maintain ownership in perpetuity.
- b. Describe the type of project (retail, office, rental housing, home ownership, infrastructure, program, etc.) Landscape architecture design project to include landscaping, surface treatments, street furniture, wayfinding, parking and loading, pedestrian and bicycle connectivity, and stormwater improvements. Other elements may be added as identified through public dialog.
- c. Indicate whether the project is new construction or rehabilitation/renovation. The project is expected to be both new construction as well as rehabilitation of existing infrastructure.
- d. Description of structures which will need to be demolished. Existing streetscaping may be partially or fully demolished, depending upon the recommendations of the consultant.
- e. Description of owners/tenants who will need to be relocated. Not applicable.
- f. Details of any historic preservation issues including whether the project involves a contributing structure. The proposed area is adjacent to twenty buildings that are listed as contributing, as follows:

- 109 Petronia Street
- 113 Petronia Street
- 209 Petronia Street
- 211 Petronia Street
- 213 Petronia Street
- 221 Petronia Street
- 222 Petronia Street
- 305 Petronia Street
- 308 Petronia Street
- 309 Petronia Street
- 315 Petronia Street
- 405 Petronia Street
- 406 Petronia Street
- 410 Petronia Street
- 730 Duval Street
- 733 Whitehead Street
- 801 Whitehead Street
- 727 Thomas Street
- 801 Thomas Street
- 801 Emma Street

- g. For new commercial construction, describe the number and size (sq. ft. and height) of structures; Not applicable.
- h. For new ownership housing and rental housing: Not applicable.
 - 1. Type, number and size of units (sq. ft. & number of bedrooms and bathrooms); and
 - 2. Whether the proposed project be workforce/affordable housing.
- i. For rehabilitation projects: Not applicable.
 - 1. Number and size (sq. ft. and height) of structures; and
 - 2. Type of structural rehabilitation needed (if any).
- j. For infrastructure projects:
 - 1. Type of infrastructure to be added or replaced (parking lot, recreation/open space, stormwater improvements, streetscapes, transportation or wayfinding); and
 - 2. Number of parking spaces, square footage of recreation/open space, linear feet of stormwater improvements, streetscape improvements or wayfinding signage techniques.

The project includes approximately 1,675 linear feet of roadway and right-of-way of varying widths. The project is expected to provide a master design for all aspects of the streetscaping, as well as conceptual stormwater design.
- k. For proposed programs, identify the need for the program, program goals and anticipated measurements of success for evaluation. Not applicable.

8. General consistency with Land Development Regulations

Please provide the following information regarding consistency with the Land Development Regulations. A pre-application with the Planning Department and Historic Architectural Review Committee (HARC) Planner is required prior to application submittal.

- a. Please provide the following pre-application meeting dates:
October 29, 2009 Planning Department
October 29, 2009 HARC Planner
- b. Zoning District: Please indicate project zoning district(s) and identified planning approvals necessary for the project
Not applicable.
- c. HARC Issues: Please identify HARC issues and required approvals necessary for the project
This project will require a Certificate of Appropriateness before its implementation. It is highly recommended that existing Historic Architectural Guidelines be reviewed and used during the design process. Proposed materials, finishes, lighting fixtures,

urban furniture, landscape and overall design must meet or exceed the Secretary of the Interior's Standards for Rehabilitation as well as the HARC guidelines.

9. Project Funding Budget

Provide an overall budget for project construction or program operation. Information should be provided as an attachment to the application. Include the following:

- a. Funding Sources – During Construction Period: Provide a general budget for construction of the project. This budget should include a listing of all sources of funds, including total project cost, amount requested, amount provided by applicant and the source of funds provided by applicant.
- b. Funding Uses - Order of magnitude cost estimate: Submit an order of magnitude cost estimate for use of funds. A cost estimate prepared by a Florida architect or engineer is preferred for construction-related projects. Cost estimates for programs should include a breakdown between labor and materials. If project is phased, please specify annual allocation needed.

The total estimated cost for the project is \$120,000. The cost consists entirely of consulting fees and typical reimbursable expenses, with no anticipated construction occurring as part of the design phase of the project. The project is not phased. Funds are expected to come from two sources: 50% from TIFF dollars; and, 50% from the Duval Street/Truman Annex Improvements grant. Because a consultant is expected to be selected on November 17, 2009, for a similar scope of work for that project (a copy of the project scope is attached), the same consultant is expected to be used for this project.

For each "source" of funds (debt, equity, public assistance, etc.) detail the status of the funding source and the applicable construction or program financing terms/details.

Source	Uses (Cost)
<u>CRA TIFF Funds</u>	<u>\$60,000</u>
<u>FDOT Grant Funds</u>	<u>\$60,000</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

10. Project Schedule

Schedule for approvals, construction and implementation of proposal, including multiyear phasing if relevant. The schedule should address the applicable procedural requirements as included in the Use of Tax Increment Guidelines.

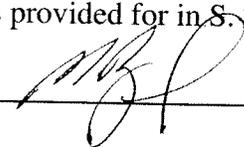
The following schedule is proposed:

1. Funding Awarded
2. Detailed Scope of Work and Cost Prepared (21 days)
3. Consultant awarded task (14 days)
4. Project Kick-off (21 days)
5. Assemblage of background information, historic information, site characteristics, and other data (45 days)
6. Public Workshop (15 days)
7. Preliminary Design Alternatives including cost estimates (30 days)
8. Second Public Workshop (15 days)
9. Final Design Development (30 days)
10. Presentation of concept design to Bahama Village Redevelopment Advisory Board (15 days)
11. Preparation of concept design specifications, schedules, estimates costs, and implementation phasing(45 days)
11. Presentation to City Commission (30 days)

C. CERTIFICATION

The undersigned has read this form, authorized its preparation and, under penalty of perjury, hereby certifies that, to the best of his or her knowledge and belief that the information provided is true, accurate and complete. Applicant understands that any appropriation is subject to available funds and if requested agrees to provide any and all additional information in a timely fashion as requested by the CRA or City.

Chapter 837.06 Florida Statutes – False Official Statements – Whoever knowingly makes a false statement in writing with the intent to mislead a public servant in the performance of his or her official duty shall be guilty of a misdemeanor of the second degree punishable as provided for in S. 775.082 or S. 775.083.

Applicant: 

Date: 10.29.09

Subscribed and sworn to (or affirmed) before me on _____(date) by

Please Print Name of Affiant

He/She is personally known to me or has presented _____ as identification.

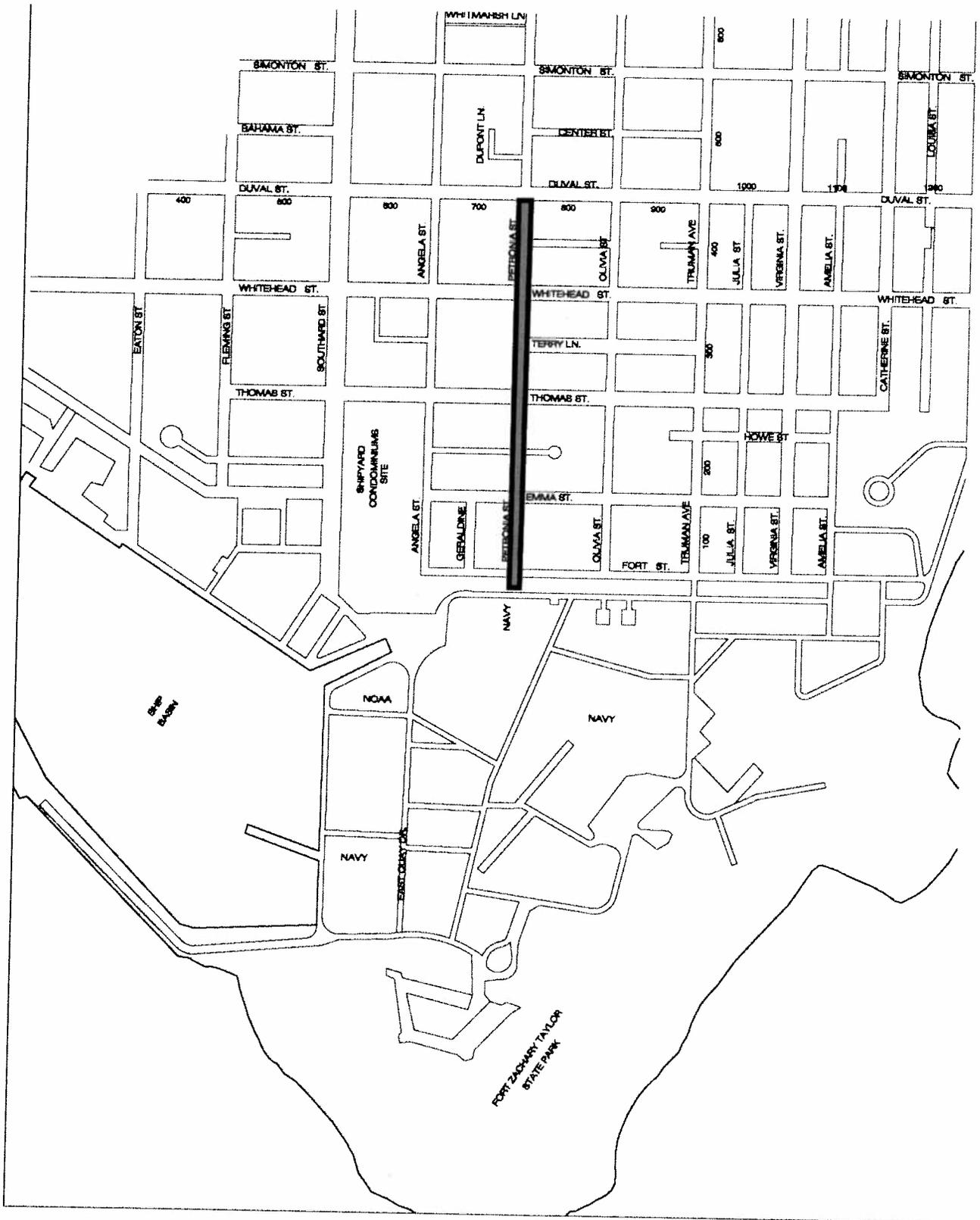
Notary's Signature and Seal

_____ Name of Acknowledger printed or stamped

_____ Title or Rank

_____ Commission Number, if any

K:\Community Redevelopment Area Plans\Application Materials\CRA - TIF Application 091709.doc



LEGEND
 ■ Approximate Project Area

Figure 1
 Location Map
 Petronia Street Enhancement Project
 Community Redevelopment Area

**REQUEST FOR QUALIFICATIONS
TRANSPORTATION DESIGN, ENGINEERING AND CONSTRUCTION
ENGINEERING SERVICES CONSULTANTS - DUVAL STREET/ TRUMAN
ANNEX IMPROVEMENTS**

The City of Key West requires the services of a qualified firm to provide design, engineering and construction engineering services for multimodal transportation enhancements to transportation corridors connecting Duval Street to the Truman Waterfront Parcel. The corridors addressed by this project are shown on Attachment A, and include portions of two north/south roads (Duval Street and Fort Street), as well as portions of Southard Street, Angela Street, Geraldine Street, Petronia Street, Olivia Street, Truman Avenue, Julia Street, Virginia Street and Amelia Street which are generally located between the Truman Waterfront Parcel and Duval Street. The project area includes the entirety of the Truman Waterfront Parcel itself in addition to the roadways and associated sidewalks and right-of-way listed above. The purpose of the proposed project is to increase multimodal connectivity on and between Duval Street and the Truman Waterfront Parcel in order to facilitate movement between the existing historic community fabric and the proposed waterfront development area. The services may include but are not limited to planning services, landscape architecture services, permitting assistance, design services, specialty services, studies and or engineers letters of opinion, bid and proposal development services, and services during construction. The contemplated project includes the identification of multimodal connectivity opportunities with an emphasis on “walk-able community” features, development of uniform design standards for the public realm (including existing and proposed bicycle paths, streets, right-of-way, sidewalks, lighting, entry features, signage, landscaping, street furniture, drainage, sewer, electric, and related issues), bid specifications and plans. The Respondent will have one or more community meetings to obtain community input on the project. The City intends to retain one FDOT pre-qualified firm to provide the services for a period of two years. The full design and specifications must be billed and complete by January 15, 2010. Completion of the scope of additional services may extend beyond the agreement’s two-year term, but no minimum amount of service or compensation will be assured to the retained firm. The selected consultant will be required to abide by all applicable federal, state and local laws and ordinances.

Any proposal received after the response deadline will not be considered. Upon selection of the most qualified firm and approval by the City Commission, the City will negotiate a contract with the selected firm. If the selected firm does not execute the contract with the City within 30 days after award, the City reserves the right to award the contract to the next most qualified firm. A Proposer may not withdraw their proposal before the expiration of 60 days from the date of proposal opening. A Proposer may withdraw their proposal after that date only if they provide written notification prior to the approval of selection by the City Commission. The City of Key West reserves the right to reject any or all of the proposals submitted.

For questions concerning any aspect of this RFQ please contact:

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OR
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