

# Bahama Village Redevelopment Plan



City of Key West, Florida

July 1995

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## I. INTRODUCTION

This plan revises and updates the Bahama Village Neighborhood Preservation Plan completed in June 1992 and continues the cooperative effort on the part of the City of Key West and the neighborhood's business community and residents to enhance and maintain the historic, cultural, economic and spiritual character of the community and build a stronger relationship between the residents of the neighborhood and the City government.

The purpose of this revision is to provide a redevelopment plan in accordance with Chapter 163, Part III, F.S. This was accomplished by updating the background data of the 1992 Plan, developing a list of public and private projects, incorporating public and private input, and generally building upon the Bahama Village Neighborhood Preservation Plan of June 1992.

The future of Bahama Village, as envisioned in this plan, is based on the ideas provided by the residents, the staff of the City Planning Department, business owners and non-resident land owners at many public hearings. Initially, in October, 1991, the planning staff and representatives from the study area participated in an Intensive Planning Session where:

1. Strengths, opportunities, and problems in the neighborhood were defined.
2. Goals were developed which are formal statements describing the community's future direction.

Subsequently, in December, 1991, the issues identified, goal statements and a concept plan were presented to the public. The citizens' comments and recommendations were then incorporated into the June 30, 1992, Bahama Village Neighborhood Preservation Plan.

In July 1993, the City of Key West completed updating of its comprehensive plan. Policy 1-1.2.6 calls for a redevelopment plan for Bahama Village and specifies the general direction to follow. This plan policy was the impetus to resume this planning process and, beginning in 1994, another series of meetings were held in the neighborhood.

The strategies set forth in this plan, in conjunction with other private and public initiatives: *e.g.*, the on-going Main Street Program, the establishment of a Community Redevelopment Agency, and the creation of a Community Land Trust within the neighborhood will become the basis of a long term effort which will further the goals and objectives of the community to achieve the following:

1. Initiate commercial revitalization strategy in the community's business corridor of Petronia/Emma Street.
2. Initiate stabilization or redevelopment strategies for those areas of the neighborhood experiencing deterioration.
3. Maintain the current conditions for those areas which are considered stable.

4. Enhance economic opportunities for the residents.
5. Improve the overall quality of life in the neighborhood by enhancing the public facilities in the community.

It is imperative to realize Bahama Village is a coherent, viable, functioning community with a history of over 150 years. Members of this community trace their families back for five generations and families have related to each other for a similar length of time. As a result, the residents in this community have developed extensive social, personal, and institutional networks that provide services not duplicated by government.

Bahama Village is also a community under siege. To understand this, it is critical to acknowledge that the Bahama Village is a community impacted by the racial divisions in America. This has resulted in a very real but unseen wall around Bahama Village. This wall has had the effect of limiting opportunities.

Therefore, the major challenge and concern is how to reinforce the positive aspects of this unique community. How can the community exert control and influence over their own destiny and receive the benefits of impending change? As land in Bahama Village is increasingly affected by the market conditions and the infrastructure, housing and parks improved, how can the existing community be the beneficiaries of the change and not the victims? How can the community be improved and housing upgraded without resulting in forces that push the residents out and pull the community apart and leave nothing but restored houses to reflect what had at one

time been a viable neighborhood? The challenge facing this redevelopment plan is how to improve the community and at the same time assure that the residents are not forced by social and economic pressures to leave or to remain.

END OF INTRODUCTION

## II. BACKGROUND DATA AND ISSUE IDENTIFICATION

### A. Location

Bahama Village consists of approximately 22 blocks at the west end of Key West, Florida. The area containing Bahama Village is west of Duval Street and bounded by Fort Street, Louisa Street and Angela Street (Figure II-A.1). At one time this area of Key West was the "front door" to Key West due to its access to the waterfront. However, the shoreline was extended by filling the shallow area out to Fort Zachary Taylor and today, that waterfront is occupied by the Naval Station and its support services. Consequently, Bahama Village is now more isolated, relatively due to surrounding developments (i.e. Truman, the Naval Air Station, and downtown Key West). One major problem facing the residents of Bahama Village is that the major shopping centers are several miles away, at the eastern end of the island.

Figure II-A.2 depicts the legal boundary of the Bahama Village Redevelopment Area as established in 1992 and the revised boundary as proposed by this plan. Much of the northern boundary of Bahama Village is distinctly marked by the parking lot and fence of the Truman Annex development. The size and appearance of this parking lot is a noticeable interruption in the established residential rhythm of the community.

The remaining northern edge of the community is less noticeable and is defined by commercial area surrounding the Monroe County Courthouse and the Main Post Office. Further to the north,

in less than one-half mile, are several major tourist attractions including the Mel Fisher Maritime Museum, Key West Aquarium, Audubon House, Mallory Square, and cruise ship dockage.

The eastern limits of Bahama Village extend to the commercial areas of Whitehead and Duva Street. These areas are considered the downtown of Key West and are within walking distance for the residents of Bahama Village. This area includes a large number of public and private sector jobs, city, county, state, and federal offices and tourist opportunities. This area also is expected to provide additional jobs due to new construction and related overall growth in Key West.

The western and southern boundaries of Bahama Village are defined by the Truman Annex Naval Station. A fence maintained by the Navy clearly establishes this boundary and limits movement into and out of the neighborhood in this area.

However, much of the Navy property immediately adjacent to Bahama Village is vacant or underutilized. Single family and duplex Navy housing and a beach for Navy personnel and dependents exist along the southern boundary, between Bahama Village and the Atlantic Ocean. On the west, adjacent to Fort Street, is multi-family Navy housing, a parking lot for the Navy chapel, vacant land, the Seminole Mortar Battery, and several other smaller buildings. Further to the west, beyond the Navy property is the Fort Zachary Taylor State Park.

The vacant Navy land immediately adjacent to Bahama Village, along Fort Street, (including the Seminole Battery) is now obsolete for the Navy and will become surplus Navy property. Therefore, it is proposed that this land be included into Bahama Village Redevelopment Area.

Currently however, the Naval Station property provides a series of open spaces along the western edge of the community. The terminus of Truman Avenue at Fort Street and the Seminole Mortar Battery provide the neighborhood with pastoral views. This augments the view down Whitehead Street which extends to the water's edge at the southernmost point.

#### B. Neighborhood History<sup>1</sup>

Perhaps the most positive feature of the area is its history. This neighborhood is the historical, cultural, and spiritual center for Key West's black community. The early leadership elite of this community included such people as Nelson English, postmaster from 1882-1886; William Artell, deputy collector of revenue; and Charles Dupont, who was sheriff from 1885 until 1893.

Census data, genealogical data and local cemetery records show that the great majority of Key West's black population traces its ancestry to Bahamian origins. Between the years 1830 - 1840, the most significant migration of Bahamian blacks to Key West began. Most black Bahamians came to Key West in search of the more prolific fishing, sponging, and turtle hunting grounds. As blacks settled in Key West, their occupations were centered around fishing, sponging, salt

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<sup>1</sup> The primary source for this section is Forgotten Legacy by Sharon Wells, 1982.

manufacturing, and turtling. The census data indicates that between 1880 - 1890 the majority of blacks earned a living as mariners.

The black community of Key West did not escape the institution of slavery which has dominated a large portion of American history. Here, records show that free blacks and black slaves lived and toiled side by side in this island frontier. Key West's black population during the mid-1800's was approximately one-fifth of the total city population.

It appears that the character of this community, which to a great extent remains today, began to emerge in the early 1870's. The community was characterized as "about as un-American as possible, bearing a strong resemblance to a West Indian town." It was during this period that Monroe County Tax records show that blacks had significant property holdings. An identifiable community presence was established in the southeast end of Key West. 1889 Sanborn maps marked "La Africana" as the residential area at Front and Thomas Streets. Terry Lane, between Whitehead and Thomas, was a location of densely clustered housing. The homes were typically one room wide dwellings with a front porch and gable roof.

The educational and spiritual foundations were strengthened during this same period. The first organized church services for blacks were in 1832 at St. Paul's Episcopal Church. Dual services for blacks and whites continued until 1883 when blacks created St. Peter's Episcopal Church. In 1865, the first African Methodist Episcopal Church was constructed. By 1900, black churches included St. James Missionary Baptist Church at 314 Olivia Street; the AME Zion Church at 704 Whitehead; Newman Memorial Church at 404 Division Street (Truman Avenue); St. Peter's

Episcopal Church near the corner of Petronia and Center Streets; St. Alan's Mission on Howe Street; and the Bethel AME Church.

In 1870, in keeping with the custom of the time, the first black public school was established and later named after Frederick Douglass. This facility had several locations being first erected on Jackson Square. It was later relocated to Angela Street, and after World War II relocated to the block of Emma and Front Streets between Petronia and Olivia Streets. Other schools in the area included St. Xavier's School, located on Virginia Street, and the Freedman Aid Society of AME Church School for Boys and Girls at 404 Division (now named Truman Avenue).

With the advent of World War II the United States Navy required additional land to carry out its mission of national defense. Consequently one (1) block of Bahama Village west of Thomas Street and north of Angela Street was acquired by the United States Navy. This property, in the late 1980s, became the Shipyard Condominiums portion of the upscale Truman Annex Development.

The Monroe County Housing Authority was created in 1938. An early project addressed the housing needs of the neighborhood in 1942 when the Fort Village Apartments were built and 1959 when the Robert Gabriel Apartments were developed. These contributions to the housing stock were then augmented in following years as more units were built.

In 1988 the Community Development Office (CDO) was created to address the needs of the community. It was at this time the neighborhood received the name of Bahama Village as a means of promoting the area as a tourist destination.

Nearly all of Bahama Village is within the National Register District as mapped by the City of Key West Comprehensive Plan on Map 1-7; however, all of the neighborhood is protected as an historic zoning district. The only portion of Bahama Village excluded from the National Register District is the area west of Emma Street and southwest of the intersection of Virginia and Thomas Streets (Figure II-B.1), which includes several blocks of housing owned by the Key West Housing Authority.

Of all the Bahama Village structures located in the historic district, approximately seventy-five (75) percent retain their historic character and therefore are considered as "contributing" structures within the historic district. There also are significant historic landmarks located throughout the neighborhood (Figure II-B.1). The following is a preliminary list of these landmarks.

1. Cornish Memorial AME Zion Church, established and originally built in 1864, and the present building built in 1894.
2. Newman United Methodist Church, built 1890.
3. St. James Missionary Baptist Church, built 1878.
4. St. Stephens AME Zion Church, built 1940.
5. Lighthouse Museum and Keeper's Quarters, built 1840.

6. Hemingway House built in the 1870's became Ernest Hemingway's home in 1931.
7. Seminole Mortar Battery, built approximately 1885.
8. CES generating plant.
9. Bethel AME Church.

The Hemingway House and Lighthouse Museum are recognized nationally for their contribution to the historic character of Key West. However, they are separated from the neighborhood by surrounding walls or fences which define the public space (street) from the more private spaces of the property itself.

The six churches in the area reinforce the religious and cultural base, as well as acting as physical landmarks. The Cornish Memorial AME Zion Church on Whitehead Street acts as a visual reference for the community because of its height and prominent location on the eastern edge of the neighborhood. The St. Stephens AME Zion Church, is one of two surviving stone structures in Key West.

This historical overview describes the special nature of this unique community, the influence of its institutions, and character of its people. Today, there is a resurgence of community interest in Bahama Village which can build upon this history for a better tomorrow. In celebrating the uniqueness of this community, care must be taken to be sensitive to its history.

### C. Neighborhood Demographics<sup>2</sup>

In 1990, the population of Bahama Village was approximately 1,945 or approximately 7.8 percent of the City of Key West. This 1990 population was 388 fewer people than in 1980 when the population was 2,333.

The racial composition in Bahama Village is markedly different than the rest of Key West. Although Bahama Village is only approximately 7.8 percent of Key West, approximately 40 percent of the Key West black population lives in Bahama Village. As indicated below in Table II-C.1, 64.4 percent of the Bahama Village population is black, and 34.4 percent is white. This contrasts markedly with the rest of Key West where only 5.8 percent of the population is black and 90.4 percent are white.

TABLE II-C.1.  
1990 RACIAL COMPOSITION

	WHITE	BLACK	OTHER	TOTAL
BAHAMA VILLAGE	34.5%	64.4%	1.0%	100.0%
REST OF KEY WEST	90.4%	5.8%	3.8%	100.0%

The population of Bahama Village has more long term residents than the rest of Key West even though there has been a slight population reduction. As indicated below in Table II-C.2 below, as of the 1990 census, within Bahama Village, 59.5 % of the population lived within the same house for over five years and only 11.6 percent had lived in a different state five years earlier. This compares markedly with the rest of Key West where only 36.2 % had lived within the same house for over five years and 29.6 % had lived in a different state five years earlier.

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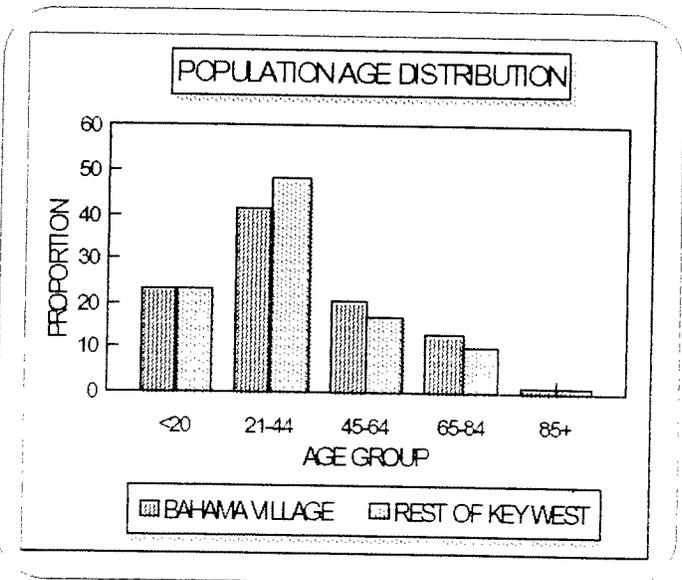
<sup>2</sup> Primary source: U.S. Census, 1980 and 1990

TABLE II-C.2.  
PLACE OF RESIDENCE IN 1990

	BAHAMA VIL.	REST KEY WEST
SAME HOUSE IN MONROE CO. AS IN 1985	59.5	36.2
DIFFERENT HOUSE IN MONROE CO. THEN IN 1985	21.6	19.2
DIFFERENT COUNTY THAN IN 1985	4.5	9.4
DIFFERENT STATE THAN IN 1985	11.6	29.6
DIFFERENT COUNTRY THAN IN 1985	2.9	5.5
TOTAL	100	100

FIGURE II-C.1.

Table II-C.3 below lists the percentage of the population by age group for Bahama Village and the rest of Key West. Although some differences exist, the differences do not appear to be significant. This is particularly apparent in Figure II-C.1 to the right. This figure portrays the age profile for both Bahama Village and Key West by age groups of



approximately the same size. As indicated, the largest age group is 25 to 44 years old.

TABLE II-C.3  
POPULATION BY AGE GROUP

	BAHAMA VILLAGE	REST OF KEY WEST
< 5	5.9%	7.3%
5 TO 17	13.9%	12.6%
18 TO 20	3.3%	3.2%
21 TO 24	4.6%	6.9%
25 TO 44	37.1%	41.6%
45 TO 54	10.7%	9.4%
55 TO 59	4.3%	3.6%
60 TO 64	5.7%	3.8%
65 TO 74	8.6%	6.8%
75 TO 84	4.6%	3.7%
85+	1.2%	1.0%
	100.0%	100.0%

FIGURE II-C.2

Household income in Bahama Village tends to be lower than the rest of Key West. Figure II-C.2 to the right provides the percentage of the population in various income brackets as reported in the 1990 census for Bahama Village and the rest of Key West. As indicated, Bahama Village has a greater percentage in the lower income brackets and the rest of Key West has a greater percentage in the higher income brackets.

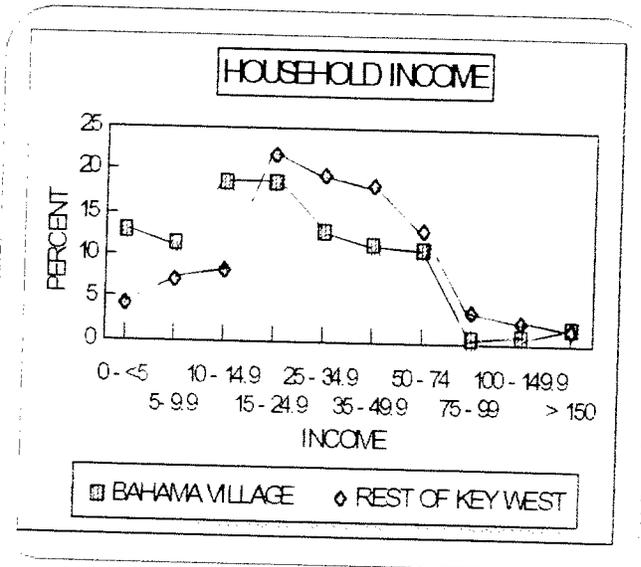


Table II-C.4 below lists the actual number of households per income bracket as of the 1990 census. As shown, the single largest income bracket in both Bahama Village and the rest of Key West is \$15,000 to \$24,999. However, the population of the rest of Key West has many more people earning more than this income. Specifically, 58.6 percent of the households in the rest of Key West had income levels of \$25,000 or more whereas only 38.4 percent of the Bahama Village households had incomes of \$25,000 or more.

TABLE II.C.4  
HOUSEHOLD INCOME LEVEL

INCOME LEVEL (\$1,000)	BAHAMA VILLAGE (NUMBER)	BAHAMA VILLAGE (PERCENT)	REST OF KEY WEST (NUMBER)	REST OF KEY WEST (PERCENT)
0 - <5	107	12.8	412	4.3
5- 9.9	97	11.6	677	7.1
10 - 14.9	156	18.6	797	8.3
15 - 24.9	157	18.7	2,084	21.7
25 - 34.9	107	12.8	1,863	19.4
35 - 49.9	97	11.6	1,757	18.3
50 - 74	91	10.8	1,261	13.2
75 - 99	5	0.6	358	3.7
100 - 149.9	7	0.8	226	2.4
> 150	15	1.8	151	1.6
TOTAL	839	100	9,586	100

#### D. Land Use

The Bahama Village community contains nearly 500 lots and is one of the larger neighborhoods in the National Register Historic District. There are approximately 51 acres of land excluding road right of ways within Bahama Village. There is a diversity of urban design elements including views, landmarks, and a sense of containment relating to perceived or actual barriers. Much of the land is occupied by single family homes but there also are blocks of multifamily, public housing; distinct neighborhood commercial areas; and many recreation facilities and churches. This diverse land use reflects the steady development of a community over 150 years as historical periods swept change in and out of the neighborhood. Only to a slight extent, does the existing land use reflect the impact of zoning regulations which have only been effect since the 1960's.

As one visits the area, the preeminence of an established residential community becomes obvious. Much of this residential character stems from the area's historic past. A majority of the structures in the neighborhood are over 50 years old. However while this historic aspect of the community can be a tremendous asset for the social fabric and character of the area, the age of the buildings can also lead to obsolete housing, the need for extensive repairs, costly upkeep and a generally deteriorated condition.

In some cases, housing deterioration has occurred due to age of the structure and neglect. In other cases, the owner-occupant or landlord has been unable to afford the necessary property improvements. Ultimately, this has lead to serious code violations. In either case, the City has

limited capacity to assist property owners in upgrading the physical conditions of their properties. The Mayor's Revolving Loan Fund, Weatherization Program, and Community Development Block Grant Program, however, have played a key role in providing for emergency repairs and neighborhood stabilization.

In December, 1991, the City of Key West completed the Finding of Necessity Downtown Key West (Appendix B.). This study evaluated the physical conditions of the Bahama Village and the Key West Bight areas of Key West and found that both areas possess a combination of conditions that indicate a need for redevelopment. In particular, for the twenty-two (22) blocks of Bahama Village, this study found:

1. There are 539 structures "worthy of survey" and of these forty-four (44) percent of the buildings exhibited varying degrees of deterioration. The survey indicates that 5% of the structures are classified as dilapidated. The units in need of minor repair number 141 (26%) and 67 units, (12%) are in need of major repair.
2. Site deterioration (broken pavements and sidewalks, lack of paving and sidewalks, deteriorated fixtures such as fences and abandoned foundations) were found in three (3) blocks.
3. Unsanitary conditions (accumulation of trash, debris, discarded appliances and machinery, and junk cars and trucks in yards and open lots) were found in eight (8) blocks.

4. One block in Bahama Village includes an obsolete land use (the old electric building owned by the City Electric System).
5. Approximately 19 blocks exhibit an excessive diversity of ownership. A block having five or more ownership parcels was considered to display excessive diversity of ownership.

The Finding of Necessity Downtown Key West then found:

"After examination of the study area, application of appropriate criteria, and fine-tuning of boundaries, Bahama Village was found to possess a combination of conditions that indicate a need for redevelopment."<sup>3</sup>

This finding is reaffirmed and acknowledged by this plan.

Figure II-D.1 is a map of the existing land use in the community. As can be seen, the community is mostly residential in nature with housing ranging from single family detached homes to low rise apartment structures. The largest amount of land is occupied in private residential, single family home development (approximately 21 acres). However, there are also seven multi-family residential complexes owned and operated by the Monroe County Housing Authority. As indicated, these projects occupy a significant area of Bahama Village.

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<sup>3</sup> Phase I Report Documentation of Existing Conditions: Wallace Roberts & Todd  
07/31/95 BAHAI0CH

The community's residential component is characterized by a mixture of single family detached housing, multi-family buildings, garage apartments, and duplexes. Of the multi-family housing units in the neighborhood, the majority is subsidized housing with a major block (Fort Street Apartments) located in the southwestern section of the study area bounded by Emma and Fort Streets. An additional aggregation of public housing can be found in the northwest section of the community facing Whitehead Street. These multi-family units are two story structures and contain either garden apartments or townhouses. Architecturally, these buildings contrast with the rest of the community and particularly the older, single family homes. As an example, the large, two story, masonry structures of the Fort Village Apartment Complex are visually unrelated and incompatible with the adjacent historic neighborhood pastiche.

Within the neighborhood there are twenty (20) vacant lots and eighteen (18) vacant buildings as listed 1994 in the tax roll maintained by the Monroe County Property Appraiser. The largest vacant area is 15,000 square feet. These vacant properties contribute to a sense of neglect, however, they also provide an opportunity for redevelopment. For instance, the old diesel-fuel generator electric building owned by the City Electric System (CES) located on the southeast corner of Angela and Fort Street is a candidate for adaptive use. Preliminary evaluations indicate the building is sound and soon the owner, City Electric System will complete an environmental clean-up of the property.

Non-residential uses in the community are primarily neighborhood retail stores and religious structures dispersed along Petronia, Emma, and Whitehead Streets. This is in contrast with the older pattern as reflected in the 1899 and 1929 Sanborn Maps. During those earlier times,

commercial enterprises were distributed throughout the neighborhood and tended to concentrate at street corners. Table II-D.1 indicates the number of street intersections with some sort of commercial development in 1899, 1929, and 1993. As indicated, in 1899 there were thirteen (13) commercial intersections out of a total of 31 intersections. In 1929 the commercial intersections had risen to 15. However, by 1993, the commercial intersections had dropped to 6 out of a total of 29 intersections.

TABLE II-D.1  
NUMBER OF STREET INTERSECTIONS WITH COMMERCIAL DEVELOPMENT  
VERSUS TOTAL NUMBER OF INTERSECTIONS

	FORT ST.	EMMA ST.	THOMAS ST.	WHITEHEAD ST.	TOTAL
'1899	0/8	4/7	6/8	3/8	13/31
'1929	0/8	3/7	6/8	6/8	15/31
'1993	0/6	0/7	1/8	5/8	6/29

The commercial area of Bahama Village is now located primarily on Petronia and Emma Streets. The properties fronting on Duval Street and extending back for approximately 200 feet is unlike the balance of Petronia Street. This area is a high density commercial area accommodating Duval Street tourist trade. Commercial properties and offices are also located on Whitehead Street. However, the trade area of these uses extends beyond Bahama Village.

The balance of Petronia Street from Whitehead Street to Baptist Lane has an informal atmosphere, the rhythm of which is typified by a collection of one and two story wood structures. This is the neighborhood's business district and is defined by its narrow streets lined with grocery stores, guesthouses, restaurants, single family homes, small variety stores, take out

restaurants, and a game room. Many of the structures are over 40 years old and have changed little from their initial construction. Petronia Street, however, does not provide a full range of goods and services for the local residents and it lacks the amenities which would make it an attraction to tourists.

The commerce found on Emma Street is similar in nature to that found on Petronia Street; *e.g.*, small convenience stores.

Currently there is no industrial development in Bahama Village. This is much different than what existed in the past. For instance, on the Sanborn Map of 1889, several cigar factories are shown. Never-the-less, there still an industrial atmosphere in the northwestern area adjacent to the Navy property and the old brick electric generation plant owned by the City Electric System.

Consequently, the community is now a residential community with some small, associated retail stores but with few economic enterprises to provide employment. However, the community is located immediately adjacent to the tourist destination of Duval Street and has historic and other resources of its own.

### E. Development Regulations

Development in Bahama Village and Key West in general is guided by the Key West Comprehensive Plan and must comply with the Key West land development regulations. Also, much of the area is included in a designated National Register Historic District. As such, all rehabilitation, reconstruction or new construction in the historic district is subject to the additional review processes of the Key West Historic Architectural Review Commission and will be guided by the City's Design Guidelines.

Figure II-E.1 is the portion of the Future Land Use Map of the Comprehensive Plan applicable to Bahama Village and adjacent areas. The majority of Bahama Village is zoned as HMDR, which limits development to medium density residential. This designation provides for a maximum density in residential areas of 16 units to the acre. In addition, accessory uses, including approved home occupations conducted within the residential structure, and customary community facilities can be located in the HMDR district. However, new commercial uses and transient units are not permitted but existing developments may continue as lawful nonconforming uses.

Petronia Street adjacent to Duval Street is designated Historic Residential Commercial Core (HRCC). On the north side of Petronia Street is HRCC-1 and on the south side is HRCC-3. These are the zoning designations given to the rest of the properties fronting on Duval Street and are designed to accommodate the historic Old Town residential commercial core mixed use

center. The maximum density of residential development is twenty-two (22) units per acre and the total floor area ration (FAR) of a development shall not exceed one (1.0)

Approximately two hundred (200) feet back from Duval Street, the zoning along Petronia Street and along the northern half of Emma Street is Historic Neighborhood Commercial (HNC-3). This district is intended to accommodate both residential and neighborhood commercial uses typically located along major thoroughfares by limiting activities to those uses generating no more than fifty (50) trips per one-thousand (1,000) square feet of gross leasable floor area per day. The maximum residential density shall be sixteen (16) units per acre and the maximum intensity for nonresidential activities shall not exceed a floor area ratio of 1.00 considering floor area allocated to all uses. Although this district is intended to serve neighborhood commercial uses, transient residential is also allowed.

The area of Bahama Village northeast of the commercial area of Petronia Street and east of Thomas Street is designated Historic Residential/Office (HRO). The designation is designed to accommodate business and professional offices as well as single family, duplex, and multiple family residential structures within the historic Old Town but is not intended for transient lodging. The maximum residential density shall be sixteen (16) units per acre and the total floor area ratio shall not exceed 1.0. Also, non-residential uses will be limited to activities generating no more than fifty (50) trips per one-thousand (1,000) square feet of gross leasable floor area per day.

A small area in the south of Bahama Village, bounded by Catherine and Louisa Streets is designated Historic High Density Residential (HHDR). This designation is designed to accommodate historic Old Town high density residential development for permanent residents, including single family, duplex, and multiple family residential structures. The permitted density is 22 dwelling units per acre. Accessory uses, including home occupations and community facilities are allowed. This area is not intended for transient residential, offices, or commercial uses. However existing, lawful nonconforming uses may be allowed to continue.

Bahama Village is located in the designated historic district. Consequently any proposed rehabilitation, reconstruction or new construction will be guided by the City's Design Guidelines. This will enhance the unique, physical character of the area and help assure the community will change little in outward appearance. However, the construction techniques required for restoration contributes to an increase in cost and therefore the affordability for the repair and reconstruction of the existing housing stock. This combined with the limited land area, high land and construction costs and high property taxes of Key West in general suggest the need for financial assistance to assure the character of the Historic District is preserved while minimizing economic hardship.

#### **F. Housing**

Housing in Bahama Village is provided by single family homes; publicly subsidized, multifamily housing; garage apartments; duplexes and studio apartments. As listed in the Monroe County Tax Rolls, there are a total of 776 dwelling units in Bahama Village. Of these, approximately

344 dwelling units are single family homes and 432 are units are in multifamily buildings of which 221 dwelling units are contained in the multifamily complexes operated by the Key West Housing Authority (Figure II-F.1). In the future, it is expected that the total number of dwelling units will remain at or near the current level and housing development will be characterized by the infilling of vacant lots and the development of small accessory units.

The 344 houses are built on only 279 lots, due to the fact that in some cases, more than one house was built on a lot. In addition, the predominantly single family nature of Bahama Village is characterized by small lots. As indicated below in Table II-F.1, the density of single family homes ranges from 4.7 to 123.6 dwelling units per acre, reflecting the historic lot size of parts of the neighborhood and the tendency to subdivide lots and add small units. The average single family home density is 19.6 units per acre and the median single family density is 17.9 units per acre. Of all the 279 lots there are 111 lots at a density of 16 or fewer lots per acre and 168 lots at a density of over 16 units per acre.

TABLE II-F.1  
SINGLE FAMILY LOT STATISTICS

	DENSITY
Adjusted average lot (largest and smallest lots excluded)	19.6
Lowest density lot	4.7
Highest density lot	123.6
Median density lot	17.9

FIGURE II-F.2

Figure II-F.2 to the right illustrates the distribution of single family densities. As can be seen, the prevailing density range in areas of single-family lots is, for the most part, between eight (8) and twenty-two (22) units per acre and there are many single family homes at densities exceeding the density permitted by the zoning of the area of sixteen (16) units per acre.

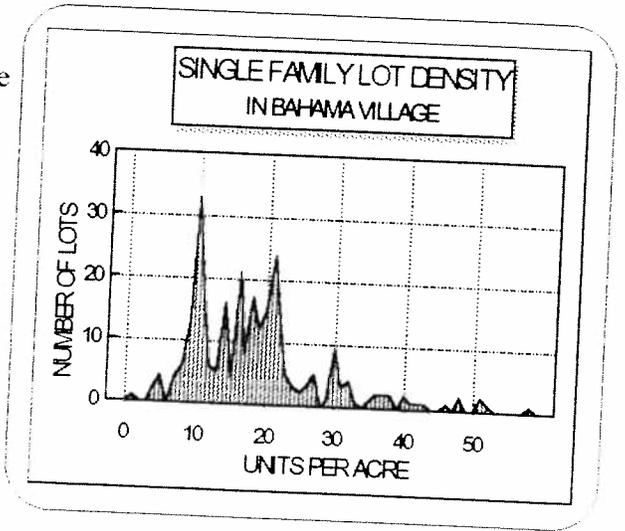
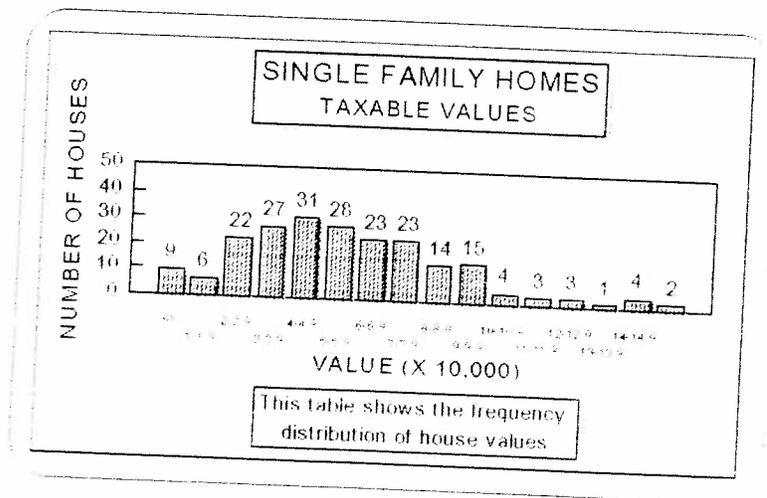


Figure II-F.3 below illustrates the distribution of taxable property values of single family homes with one home per lot as established by the Monroe County Property Appraiser's Office. As can be seen, of a total of 215 such houses, 198 houses are have a taxable value of less then \$100,000. Even if all these houses qualify for a homestead exemption of \$25,000, the value of houses in Bahama Village is low for Key West.

FIGURE II-F.3



Home ownership of single family homes is also extensive throughout the neighborhood. A total of 179 single family homes claim a homestead exemption. This represents 52 percent of all the single family homes and 23 percent of the total dwelling units in Bahama Village.

While many people are homeowners, there also is an extensive amount of rental housing and subsidized public housing is extensive. In fact, publicly assisted housing is second to single family homes in the quantity of housing available. As listed below in Table II-F.2, there are seven sites with a total of 221 units of various sizes. These multifamily buildings are located in several areas and range in size from ten (10) units per site to 84 units in the Fort Village Apartments.

TABLE II-F.2.  
PUBLIC OR ASSISTED HOUSING UNITS

NAME	LOCATION	1 BDR	2 BDR	3 BDR	4 BDR	TOTAL
Fort Village Apts Community	Fort/Emma/Amelia	32	36	16	0	84
Robert Gabriel Apts Community	A) Amelia/Howe/Virgina/ Thomas	0	4	5	1	10
	B) Olivia/Terry Ln/ Whitehead	0	4	5	1	10
	C) Angela/Whitehead/ Petronia	0	15	14	4	33
Key Plaza Apts. These two sites are privately owned	A) Amelia/Howe/Virgina/ Emma B) Emma/Truman/Fort	0	21	33	14	72, 68 under HUD contract till 2001
Douglass Square Apts Community		2	8	6	0	17 under HUD HODAG program. 50 units total
TOTAL		34	88	79	20	221

Public involvement in the provision of housing extends beyond the housing projects listed above. Additionally, there are 46 private market apartments being rented at various locations in the Bahama Village Redevelopment Area by eligible very-low income participants in the City's Section 8 assisted housing program under U.S. HUD voucher/certificate assistance. Also, approximately, 75 rental units have been assisted through the City's Rental Rehabilitation Program and still have City mortgages. Approximately 40 low-income home ownership properties have Mayor's Revolving Loan Fund mortgages active.

#### G. Parks/Community Facilities

There are a wide variety of community facilities located nearby or within Bahama Village (Figure II-G.1 ). These feature, as shown in Figure II-G.1 include:

I. Fort Zachary Taylor State Park: Beyond the U.S. Navy Truman Annex is the Fort Zachary Taylor State Historic Site. This park is open from 8:00 AM till sunset and offers a swimming beach, picnic facilities, and the historic Fort Zachary Taylor. Although this excellent facility is exceedingly close to Bahama Village, the actual access is rather circuitous. Originally, in 1884, access to the Fort Zachary Taylor was available by bridge from the intersection of Fort Street and Angela. Now however, residents of Bahama Village must leave the neighborhood and go to Southard Street and travel through the Truman Annex Development. In addition, the entrance fees can act to discourage daily use by residents of Bahama Village due to the below average household incomes.

Fort Zachary Taylor is well used by people that arrive by car and bicycle and many people, including cruise ship passengers, walk to the site. In March 1994, 31,927 people and 6,129 cars visited the Fort. During peak days in the winter approximately 350 vehicles have visited the park in a single day. In addition, during special events the daily visitation can be even higher. For instance during the power boat races on April 9, 1994, 2,277 people and 537 vehicles visited the site.

2. Seminole Mortar Battery<sup>4</sup>: Immediately to the west of Bahama Village, in the U.S. Navy Truman Annex, is the historic Seminole Mortar Battery and vacant property. The mortar battery was constructed in 1895 during the era of the Spanish American War. Now the battery is overgrown with vegetation and conservation of this battery could yield an excellent, historic site. The U.S. Navy is doing limited restoration with \$50,000 Legacy Grant through Department of Defense. In addition the open, vacant land between the battery and Fort Street is approximately 100 feet deep for 700 feet along Fort Street and could be converted into a large, recreational open space.

3. Roosevelt Sands Community Health Center: The Roosevelt Sands Community Health Resource Center provides many health services. This new facility at 105 Olivia Street provides services including but not limited to well and sick child and adult care; pregnancy testing, counseling and referral; testing, diagnosis and treatment of sexually transmitted diseases, women's health services, school physicals, immunizations and family planning services.

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<sup>4</sup> Drawings of the Seminole Battery may be found in Historic Preservation Element of the Comprehensive Plan for Key West, Florida with Illustrative Case Studies, 1992.

4. Frederick Douglass Community Center: The Frederick Douglass Community Center on Emma Street just North of Olivia Street serves the needs of the neighborhood. The City has converted the former public school property into a multi-purpose center with a gymnasium, meeting rooms, resource rooms, kitchen facilities, and a game room. It is presently the location of the Roosevelt Sands Health Clinic, Wesley House Day Care Service and Senior Citizens Nutrition Center.

5. Key West Lighthouse: The Key West Lighthouse Museum on Whitehead Street is maintained by the Key West Art and Historical Society. This museum, together with the privately owned Hemmingway House, attracts 800,000 visitors a year. This extensive visitation generates many automobile trips and creates a tremendous parking demand on Whitehead Street because there is no on-site parking at these facilities.

6. Nelson English Park: Nelson English Park is adjacent to MLK Community Center and features play equipment for preschool and older children, and a basketball court. Passive areas include space for open play and picnics.

7. Martin Luther King Community Center: The Martin Luther King Community Center provides recreational services for approximately 100 children each day, from 9:00 a.m. until 6:00 p.m. and programs for adults. This facility contains an above ground recreational pool with associated restrooms and showers. Additionally, the facility houses a community room which is used by various neighborhood groups. It must be noted that the pool is the only public aquatic

facility located in the City of Key West and enjoys high usage by Key West residents from inside and outside of the community. While the Center does need some improvements, it does provide a positive environment in which to operate recreational activities.

Vest pocket parks consisting of additional passive open space are located within the community. Three such areas are provided in association with public housing. The fourth area is in close proximity to the MLK Community Pool located along Louisa Street. Due to their size, these areas cannot accommodate active recreational activities but can still be a resource for passive recreation.

#### **H. Public Infrastructure**

The City during the period from 1989 - 1991, spent \$1,609,680 on neighborhood infrastructure. In addition to regularly monitoring and maintaining water and sewer lines, the Utilities Department, in conjunction with CDO, has installed 3,652 l.f. of sewer and 2,070 l.f. of water lines; 135 water hookups and 126 sewer hookups. These projects have somewhat stabilized the water pressure and service delivery in the study area.

During this same period, 4,950 l.f. of new storm drains have been installed to help solve ongoing drainage problems in the neighborhood. Ten (10) new fire hydrants were added during this three year period. For 1994, fire wells are planned for the intersections of Amelia and Duval Streets and Thomas and Southard Streets. In addition, hydrants are planned for the intersections of Emma and Julia Streets and Thomas and Julia Streets.

In order to improve safety in the neighborhood, 24 street lights were installed along neighborhood streets in conjunction with 3,200 l.f. of sidewalks.

Being in an old neighborhood however, the infrastructure in Bahama Village still exhibits a degree of wear and tear. In the "Finding of Necessity" conducted by Wallace Roberts & Todd, site deterioration and deficiencies are described as broken pavements and sidewalks, a lack of paving and sidewalks, deteriorated fixtures such as fences, and abandoned foundations. In the study area, three blocks reflect these conditions.

The City, in conjunction with the State of Florida, has proposed several additional capital improvements that will affect the study area. They are the following:

1. Stormwater master drainage plan
2. Reconstruction of the Whitehead Street and Truman Avenue segments of US-1 by the Florida Department of Transportation in 1994/1995
3. Ocean outfall rehabilitation
4. Continued sidewalk improvement program

## I. Traffic and Circulation

The street layout in Bahama Village (Figure II-I.1) is an extension of the common grid street system that exists throughout Old Town. The streets in the community serve primarily local traffic and short, narrow lanes provide access to the interior of blocks. The neighborhood has only one major thoroughfare, Whitehead Street.

The streets in Bahama Village have different right-of-way widths. All the northwest/southeast streets, with the exception of Fort Street, have a fifty (50) foot wide right-of-way. Whereas all the northeast/southwest streets, with the exception of Virginia and Catherine Street have a thirty (30) foot wide right-of-way. Figure II-I.1 indicates the rights-of-way for the streets and alleys in the neighborhood.

Three street intersections had between 15 and 30 traffic accidents from 1989 to April 1991. As reported in the Key West Comprehensive Plan, these intersections were Thomas and Petronia Streets, Petronia and Whitehead Streets, and Whitehead and Angela Streets.

The major trip generators in the community are the Hemingway House and the Lighthouse Museum. These two attractions are both located on the 900 block of Whitehead and together draw nearly 800,000 visitors per year.

Although the area is close to the tourist destination of Duval Street and the associated commercial retail stores, the Bahama Village community is far from the large shopping centers and grocery stores that service the City of Key West as a whole.

The seven (7) major streets in Bahama Village are:

1) Whitehead Street: According to existing traffic volume data, Whitehead Street is the most heavily traveled street in the community and in 1990 there were 8,100 trips per day (ADT). Whitehead Street serves as a collector of traffic from the Old Town central core and provides access to Truman Street, the main arterial out of Key West. From observation, Whitehead serves as an alternate route to the often busy Duval Street corridor. Finally, due to key tourist destinations like the Hemingway House and the Lighthouse, Whitehead Street serves as the main route for the Conch Train and Trolley. On street parking is heavily used, particularly by tourists visiting the nearby attractions.

A portion of Whitehead street from Fleming Street at the County courthouse to Truman Avenue is part of U.S. 1 and is now the responsibility of the Florida State Department of Transportation (FDOT). Due to traffic volume and limited right-of-way, this segment of Whitehead Street from Fleming Street to Truman Avenue listed as constrained facility. Whitehead Street is functionally classified as an Urban Minor Arterial and in the future should be classified as a State Urban Collector (Key West Comprehensive Plan Background Data). However, the FDOT is proposing removal of Whitehead Street from the FDOT system<sup>5</sup>.

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<sup>5</sup> Source: Key West Planning Department

2) Thomas Street: Thomas Street is similar to Emma Street in that it serves local traffic and terminates at the new Truman Annex Development. Thomas Street is residential in character, with significant amounts of on street parking. However, Thomas Street is functionally classified as an Urban Minor Arterial. This classification is expected to be changed and the street classified as a local street.

3) Emma Street: Currently, Emma Street serves only local traffic. The southern end is residential with the northern end having more commercial and civic structures. Emma Street, at this time, does not provide a link to the Truman Annex Development. However, Emma Street is part of the Key West transit system with the bus making scheduled stops on the clockwise route.

4) Fort Street: Fort Street is the only major northwesterly-southeasterly street with a right-of-way of only 30 feet. However, if the adjacent Navy property is obtained, this street could be widened and additional parking and sidewalks could be installed on both sides of the street. Currently the sidewalk adjacent to the Navy property is discontinuous due to landscaped areas. In addition, there is no continuous sidewalk on the eastern side. As Fort Street is widened, it will be necessary to address the existing drainage ditch covered by the sidewalk adjacent to the Navy property.

5) Angela Street: Angela street provides an opportunity to provide a sidewalk along the side adjacent to the Shipyard Condominium. The informal parking that now occurs on the street could then be accommodated by improved parking bays delineated by curbs and street trees.

6) Petronia Street: Petronia Street is one-way going from Duval Street to Emma Street. The street's curb-to-curb cross section is narrow. Primarily a neighborhood commercial street, there are some residences located on Petronia Street between Thomas and Emma Streets. There is no on-street parking due to the street width. New sidewalks and landscaping (Sabal palmettos) have been installed from Truman to Fort Street as part of the Community Development Block Grant (CDBG) project.

7) Truman Avenue: Truman Avenue functions as one of the main gateways into Key West and at one time was the main access to Fort Zachary Taylor. Traffic volumes are very high east of the neighborhood and Whitehead. However, Truman Avenue becomes residential in nature once it extends past Whitehead Street and the Lighthouse museum and runs through the neighborhood. At one time Truman Avenue was the main access to Fort Zachary Taylor.

Truman Avenue is part of U.S. 1 from Whitehead Street and also is classified as a constrained facility. In 1990, the AADT on Truman Avenue in Bahama Village was 4,800. Truman Avenue is functionally classified as an Urban Primary Collector and in the future should be classified as a State Urban Collector. Truman Avenue is also the responsibility of the Florida Department of Transportation to Whitehead Street.

Recently, there have been improvements to the roadway network in the neighborhood. Substantial pavement improvements have occurred along Fort Street from Amelia Street to Petronia Street; and Amelia, Virginia, Truman, Olivia, Angela, and Petronia Streets between

Thomas Street and Fort Street. However, as with other public infrastructure, this is an old neighborhood and the streets in the community need additional improvements.

Transportation available to the residents of Bahama Village is also provided by the buses operated by the Key West Department of Transportation. Truman Avenue is part of the bus system's clockwise route through the community and scheduled bus stops are located on Emma Street. This service is very important because Bahama Village is several miles from the major shopping centers on the eastern end of the island. Without the transit service, many residents would either be forced to buy a car, take more costly taxis, or not be able to take advantage of the lower prices and range of products generally available in the shopping centers. However, the lack of bus shelters adds to the inconvenience of this mode of travel.

Pedestrian circulation occurs in a similar pattern as vehicular movement and meets a need for intracommunity access. This pedestrian traffic occurs in connection with local shopping on Petronia Street or going to the local community centers. It also assists the residential character of the community by providing easy accessible use of the streets and sidewalks. Sidewalks exist on many streets. However, many of the sidewalks are discontinuous or in need of repair. In the many instances where sidewalks are not available, pedestrians are forced to walk among parked and moving cars.

Automobile parking in the neighborhood frequently occurs on the side of the streets. This parking exacerbates congestion on the streets where the right-of-way is only thirty (30) feet. Crowded parking does not occur uniformly throughout the neighborhood. Frequently, visitor

parking due to the Lighthouse Museum and Hemingway House occupy blocks of parking along Whitehead and Olivia Streets. Also, as commercial business open in the vacant buildings on Petronia Street, some increase in parking demand on adjacent streets can be expected to increase.

END OF BACKGROUND DATA

### III. FINANCING RESOURCES

#### A. Historic Improvement Exemptions

In 1992, the Florida State Constitution was amended to exempt improvements to designated historic properties from property taxes. Thus, if a historic property was improved by \$20,000, this improvement would not be added to the assessed value of the property, if the building is "contributing" and improvements are approved as consistent with Historic District guidelines. This tax exemption requires enactment of a local ordinance by the Key West City Commission. It should be noted, that because of the large number of historic structures in the City of Key West, a property tax exemption to improvements made to historic properties could have a fairly significant impact on the growth of the City's tax base.

#### B. Chapter 163 of Florida Statutes

##### Redevelopment Powers and Requirements

The community, through City government and/or the Community Redevelopment Agency, retains the necessary authority to develop policies to eliminate conditions of slum and blight. The Community Redevelopment Act of 1969 (F.S. 163 Part III as amended) confers upon these organizations the necessary powers to carry out redevelopment activities. The following is a summation of the powers derived from the Community Redevelopment Act:

1. To determine and designate an area as appropriate for community redevelopment:

2. To grant final approval to community redevelopment plans and make modifications as required;
3. To authorize the issuance of revenue bonds; and
4. To approve the acquisition, demolition, removal, and/or disposal of property.

In addition, the Community Redevelopment Agency and/or the City of Key West's combined powers include but are not limited to the following:

1. To acquire by eminent domain property deemed necessary for community redevelopment;
2. To construct improvements necessary to carry out redevelopment objectives;
3. To carry out programs of repair and rehabilitation;
4. To plan for and assist in the relocation of persons and businesses displaced within the designated redevelopment area;
5. To establish a Redevelopment Trust Fund for tax increment revenue to fund redevelopment activities; and

6. To issue redevelopment revenue bonds for the purpose of financing redevelopment activities.
7. Ability to waive such as impact, permit, or connection fees, etc. To promote appropriate development

Many of these powers, as well as others provided under F.S. 163 Part III, will be required to carry out the recommendations of this concept redevelopment/preservation plan. If tax increment revenues are used, then any additional ad valorem tax revenues generated by the redevelopment may be used to finance redevelopment projects. However, this funding source will not be sufficient to pay for the entire program.

In 1994, the taxable value of all the land in Bahama Village amounted to approximately \$37,500,000 and contributed approximately \$650,000 in ad valorem tax revenues. Consequently even a 30% increase in the tax base would only generate approximately \$200,000. However, increased taxes, even if tax increment financing is used, would have negative side effects by adding to an already high cost of living.

### **C. Mayor's Revolving Loan Fund**

The Mayor's Revolving Loan Program provides funding to make physical improvements to homes/buildings for low income homeowners or community service non-profit organizations and is administered by the Community Development Office of the Key West Housing Authority. Funds are provided in the form of very low interest loans to those meeting the income criteria, which depends on the size of the owner's family. Loans from this program are at least \$5,000

but no more than \$20,000 and repayment must be made monthly. The program itself consists of approximately 55 loans and a total fund balance of \$500,000.

#### **D. Trust for Public Lands**

The Trust for Public Lands is a private, nonprofit organization that assists public agencies in acquiring properties. This organization could assist the city in acquiring a surplus U.S. Navy property. The Trust could also assist the community in acquiring renter occupied subsidized housing that may be removed from the low-income market.

#### **E. Community Land Trust (CLT)**

A community land trust is a local, nonprofit organization that acquires land and housing. A CLT is controlled by a membership that includes both the CLT leaseholds and other residents of the community. Thus members are actively involved in shaping and administering the CLT. Such an organization can hold the land permanently in trust and leases it on a long-term basis to individuals or organizations. Thus CLTs can assist low-income families in purchasing their single-family homes, co-ops, or condominiums. They may also secure rental, emergency or transitional housing.

The Trust for Public Land has received a grant from Division of Historical Resources, Florida Department of State to provide seminars with community leaders and organizations committed to the neighborhood. This will then allow the residents of the area to establish a community land

trust that can best meet their needs and best respond to the opportunities provided by the great many Federal, State and local programs.

**F. Key West Housing Authority**

The Key West Housing Authority was established in 1938 for the purpose of providing low and moderate income housing in the City of Key West. Since the first public housing project in 1942, the Authority has evolved into is a multifaceted organization responding many needs of citizens of the City. For instance, in 1993, the Key West Housing Authority housing program consisted of 590 units of conventional housing, and the authority had management agreements or Housing Assistance Payment Contracts for additional housing.

The Authority has also obtained grants from the U.S. Department of Housing and Urban Development (HUD) and the Florida State Department of Community Affairs (DCA) for rental rehabilitation, housing weatherization, commercial revitalization. Thus the Key West Housing Authority has, and continues to be a conduit for many Federal and State programs oriented to serving community development and redevelopment.

**G. Monroe County Land Authority**

The Monroe County Land Authority is an independent arm of Monroe County government, created by the Florida Legislature in 1986. The purpose of the authority is to assist the local communities to address the issues of the Key West and Florida Keys Areas of Critical State

Concern primarily by acquiring land for the protection of property rights of land owners, consolidation of substandard lots, provision of land for affordable housing, habitats or rare, threatened or endangered plants and animals, enhancement of community character, protection open space and scenic corridors, and other acquisitions allowed by Chapter 380.0666, F.S..

The Land Authority received an initial appropriation of \$6,000,000 from the legislature, and the authorization for two recurring revenues, one from a Tourist Impact Tax, and the other a surcharge at all state parks in the Keys. These recurring revenues generate approximately \$1,000,000 per year. These funds are replenished by grants or by selling the authority's land to the state for the purpose of conservation.

Consequently the authority has the ability to assist the Bahama Village by acquiring land and assisting in the development of affordable housing. This would not be a new role for the authority as it has frequently worked with the Key West Housing Authority.

END OF FINANCING ELEMENT

## IV. THE REDEVELOPMENT PLAN

### A. The Vision

This Redevelopment Plan seeks to improve the infrastructure of buildings and roads while at the same time preserve the social community that has served the residents of the area now known as Bahama Village for over 150 years. This Redevelopment Plan is for the existing residents and the existing community and is a tool to improve the lives of these people. Thus, every project indicated in this plan and each private development proposed should be judged by how it will contribute to the welfare of the community. It is the vision of this plan that the residents of the community 1) have a wide range of economic roles in the City, 2) have a transportation circulation system that is safe and comfortable for pedestrians and bicyclists, and 3) are proud, fully participating members of the neighborhood.

There are three major, interrelated components to this Redevelopment Plan. These are: 1) improvements to the infrastructure, 2) support to the social fabric of the residents, and 3) the opening of economic opportunities for residents.

Direct improvements to the infrastructure will focus on public projects with the intent of encouraging and assisting private improvements to private property. The foremost transportation project will be to establish the east-west streets as a series of one-way streets and install sidewalks, discrete parking areas, and shade trees. It is imperative to that these streets no longer be overrun by the automobile at the demise of the pedestrian or bicyclist visiting a neighbor or local store.

Additional projects include an additional access to Fort Zachary Taylor, extending Fort and Angela Streets to each other and extending a connection to Southard Street from the new intersection of Fort and Angela Streets.

Acquisition of the Seminole Mortar Battery and adjacent vacant land from the U.S. Navy will allow this property to be developed into a large, passive, historic park. This will benefit local residents and also assist new small businesses that could benefit by the increased number of tourists that could visit this area.

The City Commission shall be the Redevelopment Agency in order to direct this plan and assure consistency with other City programs. However, an organization closer to the neighborhood such as a community land trust will be needed to help design and focus these efforts and also undertake its own projects as a non-profit organization. To assure cooperation, one or two members of the City Commission could sit on the Board of the Community Land Trust. It also will be absolutely necessary for there to be a full time City employee appointed to work on implementing the Redevelopment Plan.

Continued community policing will further strengthen the residential character. Such policing will also contribute to a sense of security that is critical to the economic development of the neighborhood. Finally, to further augment the social network, this plan proposes to accentuate the historic attributes of the community by encouraging the establishment of a black history museum, placing monuments on historic buildings, and establishing a historical society to record the community's history and coordinate and disseminate historic information.

The economic thrust of this plan is to improve access to the tourist economy and to encourage micro-enterprise that is oriented to providing goods and services to residents as well as tourists. This will occur by expanding a tourist commercial district down Petronia Street from Duval and advance the opportunity of business ownership by providing opportunities for small, budding enterprises. It will be critical that the land development regulations allow for small businesses throughout the community and in the heart of the commercial area.

However, though access to the tourist economy is important, additional economic anchors will be needed to diversify the economic base. The old generating plant owned by the City Electric System should be redeveloped as a light manufacturing facility such as those operated by Key West Fabrics or Key West Aloe or other appropriate use. Therefore, the City should request proposals for a joint development of this property as a major economic enterprise and employer in the community.

In conclusion, the vision of this Redevelopment Plan is of made up of a series of images of a healthy community. A large park at the Seminole Battery and improved access to Fort Zachary State Park provide vast open spaces for the residents and at the same time bring in tourists that contribute to a series of business owned and operated by the residents. Frequent fairs, an open air "straw market" motif and corner stores add opportunities for residents to begin small businesses that can grow into larger concerns. A series of one-way streets will provide safe and efficient traffic flow and at the same time provide parking and sidewalks for residents. Visitors from cruise ships walk down Angela Street and visit a black history museum and then take advantage of

walking tours to see historic structures identified with monuments. Most importantly, the vision includes the existing residents. These residents, through community organizations generated or enhanced by the creation of the Redevelopment Area, will have a stronger voice in decisions affecting the community.

### **B. Neighborhood Goals**

The following section includes the goal statements for the redevelopment plan for Bahama Village. These are derived from meetings with various neighborhood / community organizations and form the basis for strategies to be employed in implementing the plan. The general, overriding purpose of the redevelopment plan is to improve the lives of the existing residents of Bahama Village by preserving the cultural, historic character of the community, improving the infrastructure and expanding the economic opportunities to the residents.

#### **GOAL 1.      Maintain Bahama Village as a residential community for the existing residents.**

Objective 1.1: Provide a wide variety of housing opportunities including but not limited to home ownership, apartment ownership, home rental, apartment rental, and low income housing.

Policy 1.1.1. Amend the land development regulations to differentiate between small studio apartments and full size houses and apartments.

Policy 1.1.2 Use the Monroe County Land Authority or develop a Community Land Trust or other mechanism to intervene when speculative and other outside pressures drive up property values to such an extent that existing residents are unable to purchase the housing in the community.

Policy 1.1.3 Identify mechanisms to allow residents of public housing to purchase their housing units and thus facilitate the residents to accumulate equity.

Objective 1.2 Provide affordable housing opportunities to existing residents.

Policy 1.2.1 Continue programs of the Key West Housing Authority such as the federal rehabilitation program, state weatherization program, and direct rental assistance through the Section 8 Assisted Housing Program.

Policy 1.2.2 Continue to upgrade the units in the federal public housing program operated by the Key West Housing Authority.

GOAL 2. Improve the quality of life for the residents of Bahama Village.

Objective 2.1. Eliminate abandoned buildings, properties and substandard structures.

Policy 2.1.1 Provide funds to assist property owners to upgrade abandoned and substandard properties.

Policy 2.1.2 Amend the land development regulations to give credits and incentives to renovate and upgrade abandoned buildings and properties by recognizing uses that have existed for over seven (7) years and allowing variance criteria to include the benefit of renovating abandoned buildings

Policy 2.1.3 Condemn abandoned buildings and properties and provide opportunities for existing residents to put these properties into productive uses.

Objective 2.2. Provide infrastructure improvements that shall encourage and enhance community stability and promote redevelopment activities within the community.

Policy 2.2.1 Rebuild the existing streets to include discrete parking, pedestrian and traffic areas.

Policy 2.2.2 Establish a one-way street system to provide space for parking and sidewalks.

Objective 2.3 Provide diverse recreational opportunities for all residents of the community.

Policy 2.3.1 Survey existing residents to determine the desired recreational opportunities.

Policy 2.3.2 Acquire the land around the Seminole Mortar Battery as a large open space suitable for many recreational activities.

Objective 2.4 Reduce criminal activity in the community and adjacent areas.

Policy 2.4.1 Continue community based policing programs.

GOAL 3. Improve the economic well-being of the existing residents.

Objective 3.1- Provide residents with the opportunity to begin economic enterprises.

Policy 3.1.1 Promote development projects with micro-enterprise components and thus allow less overhead for a budding entrepreneur to begin a business.

Policy 3.1.2 Promote events that provide micro-enterprise business opportunities for residents and fund-raising opportunities for local social groups.

Policy 3.1.3 Encourage private banks to develop loan approval criteria that recognize the unique physical and cultural components of the community.

Policy 3.1.4 Promote small business assistance programs to educate new entrepreneurs about business procedures and management.

Objective 3.2 To create substantial links between the community's commercial area to the adjacent Duval Street and other tourist and business centers.

Policy 3.2.1 Provide convenient access for vehicular and non-vehicular transportation systems to future commercial opportunities while preserving the residential character of the neighborhood.

Policy 3.2.2 Improve pedestrian access to the commercial areas of Bahama Village

Policy 3.2.3 Provide access to Seminole Battery and Fort Taylor State Park through Bahama Village.

GOAL 4. Preserve and build upon the unique physical features of the Bahama Village community and thus ensure the survival of the diversity of community features including views, landmarks, open space, residential character and commercial space with land uses that promote the health, safety and welfare of the community.

.Objective 4.1 Develop the Seminole Mortar Battery and surrounding land as a historic landmark and as a large open space for a variety of recreation and cultural activities.

Policy 4.1.1 Acquire the Seminole Mortar Battery from the U.S. Navy.

Policy 4.1.2 Restore the Seminole Mortar Battery as a historic attraction with interpretive aides.

Objective 4.2 Recognize the importance of historically significant and contributing structures in the neighborhood.

Policy 4.2.1 Continue provisions in the development regulations to granting special "grandfather" status to structures contributing to the historical district.

Policy 4.2.2 Identify historically significant structures with signs and add to walking tours of the City.

Policy 4.2.3 Amend the boundaries of the Historic District to include the blocks bounded by Emma, Angela, Fort, and Petronia Streets.

Objective 4.3 Promote and preserve the tropical island character.

Policy 4.3.1 Install landscaping with native plants in the public right-of-ways and public properties.

Policy 4.3.2 Restore the connection to the Atlantic Ocean by extending Emma and Fort Streets and Nelson English Park if the Navy property along the ocean becomes surplus property.

Policy 4.3.3 Excessing and redevelopment of the surrounding Navy property for civilian use shall be done in a manner that is linked to and compatible with the goals of this Redevelopment Plan.

### C. Measures of Success

The success of the The Bahama Village Redevelopment Plan should be measured using the following indicators. If the Plan is succeeding, there should be:

- Increased ownership of local homes and businesses.
- Increased diversity of housing types.
- Increasing number of existing residents not requiring public assistance to acquire housing.
- Increased rate of employment of existing residents.
- Increased income of existing residents through employment in better paying jobs.
- Increased employment in high paying jobs out of the community.
- Reduced levels of crime.
- Improved scholastic achievements.
- Little in or out migration of residents.
- Increasing property values consistent with increase in resident income.

**D. Redevelopment Plan**

Florida Statute 163.362 specifies the contents of a community redevelopment plan. The following paragraphs cover each of the required elements.

**1. Legal Description (FS 163.362 (1))**

In December, 1991, the City of Key West completed the Findings of Necessity Downtown Key West. This study identified and suggested generalized boundaries for a Bahama Village Redevelopment Area. At that time, Fort Street was proposed as the western boundary. However, the possibility exists that much of the Navy property along Fort Street may be declared surplus by the U.S. Navy. Therefore as a result of this new information, this update to the redevelopment plan moves the western boundary further west than initially proposed in 1991 in order to include the vacant Navy property and the Seminole Mortar Battery (Figure II-A.1). The resultant, revised, precise legal description is provided below with reasons for placing various portions of the boundary. The northern boundary has also been revised to include some of the smaller residential properties associated with Bahama Village.

LEG	LEGAL DESCRIPTION	REASON
0	In the City of Key West, County of Monroe and State of Florida, commencing at the intersection of the SW'ly right-of-way of Fort Street with the SE'ly right-of-way of Amelia Street;	

1	thence NW'ly along the SW'ly right-of-way of Fort Street for a distance of 593 feet 1 inch to a point of intersection with the line of the southwestward extension of the SE'ly right-of-way line of Truman Avenue;	Include Fort Street but exclude the Navy housing.
2	thence at right angles proceed SW'ly along a SW'ly extension of the SE'ly right -of-way of Truman Avenue for a distance of 90 feet more or less to a point of intersection with the NE'ly right-of-way of an unnamed street;	Exclude the Navy housing and the parking for the Navy Chapel.
3	thence at right angles and parallel to Fort Street and proceed NW'ly along said right-of-way of said unnamed street for a distance of 155 feet to a point;	Include the Seminole Mortar Battery and vacant land
4	thence at right angles and parallel to the SW'ly extension of SE'ly right-of-way of Truman Avenue and proceed SW'ly for a distance of 330 feet more or less to a point of intersection with the NE'ly right-of-way of an unnamed street;	Exclude the Navy Chapel
5	thence continue NW'ly along said right-of-way for to the point of intersection with the SW'ly right-of-way of access easement to access road to Fort Zachary Taylor State Park;	Include Seminole Mortar Battery and associated vacant property.
6	thence NE'ly along said SW'ly right-of-way of the Fort Zachary Taylor State Park access road to the NW corner of Shipyard Condominium;	Exclude Shipyard Condominium.
7	thence SW'ly along the NW'ly property line of said Shipyard Condominium to the NW'ly right-of-way of Angela Street;	Include Angela Street
8	thence NE'ly along the NW'ly right-of-way line to the intersection of said right-of-way line with the SW'ly right-of-way line of Thomas Street;	Include Thomas Street.
9	thence NW'ly along the SW'ly right-of-way line of Thomas Street for a distance of 358.38 feet to a point;	Include Thomas Street and exclude the commercial properties fronting on Southard Street.
10	thence at right angles and NE'ly for a distance of 100.25 feet;	Include Mary Massingill house and exclude lounge.
11	thence at right angles and SE'ly for a distance of 31.63 feet;	Exclude Southard St. commercial properties
12	thence at right angles and NE'ly for a distance of 50.25 feet;	Include Mobley property.

13	thence at right angles and SE'ly for a distance of 107.63 feet;	Exclude Bojo property and Southard Street Commercial property.
14	thence at right angles and NE'ly for a distance of 351.25 feet to the NE'ly right-of-way line of Whitehead Street;	Include Whitehead Street.
15	thence SW'ly along the NE'ly right-of-way line of said Whitehead Street to a point of intersection with the NE'ly right-of-way line of Samaritan Lane;	Include Samaritan Lane.
16	thence NE'ly along the NE'ly right-of-way line of said Samaritan Lane for a distance of 197.75 feet to a point;	Exclude commercial properties fronting on Southard Street.
17	thence at right angles and SE'ly for a distance of 5.0 feet;	
18	thence at right angles and NE'ly to a point of intersection with the SW'ly right-of-way line of Duval Street;	Exclude commercial properties fronting on Southard and Duval Streets.
19	thence SE'ly at right angles and along the SW'ly right-of-way line of said Duval Street for a distance of 408 feet and 8 inches to a point;	Include the gateway of Petronia Street.
20	thence at right angles and SW'ly to a point of intersection with the NE'ly right-of-way line of Shavers Lane (also known as Fletchers Alley);	Include Shavers Lane.
21	thence at right angles and SE'ly along the NE'ly right-of-way line of said Shavers lane to the point of intersection with the SE'ly right-of-way line of Olivia Street;	Include Olivia Street.
22	thence SW'ly and at right angles for a distance of 7.75 feet to a point;	Include Hemmingway house.
23	thence at right angles and SE'ly to a point of intersection with the NW'ly terminus of Chapman Street;	Include Chapman Street.
24	thence at right angles and NE'ly along the NW'ly terminus of Chapman Street to the NE'ly right-of-way of said Chapman Street;	Include Chapman Street.
25	thence at right angles and SE'ly along NE'ly right-of-way line of said Chapman Street to the SE'ly right-of-way of Truman Avenue;	Include Truman Street.
26	thence at right angles and SW'ly along the SE'ly right-of-way of said Truman Avenue a distance of 25 feet and 1 inch to a point;	Adhere to Findings of Necessity
27	then at right angles and SE'ly to a point of intersection with the SE'ly right-of-way line of Catherine Street;	Include Catherine Street

28	thence SW'ly along the SE'ly right-of-way line of said Catherine Street to the point of intersection with the NE'ly right-of-way line of said Whitehead Street;	Include Whitehead Street
29	thence at right angles and SE'ly along the NE'ly right-of-way line of said Whitehead Street to the point of intersection with the SE'ly right-of-way line of Louisa Street;	Include Louisa Street.
30	thence SW'ly at right angles and along the SE'ly right-of-way line of said Louisa Street for a distance of 452 feet to a point;	Include swimming pool.
31	thence at right angles and NW'ly for a distance of 110.17 feet inches to a point;	Include park.
32	thence SW'ly and at right angles for a distance of 160.4 feet, more or less, to a point of intersection with the line of the southeastward extension of the SW'ly right-of-way line of Howe Street;	Exclude Navy housing.
33	thence NW'ly along the SW'ly right-of-way line of said Howe Street to the point of intersection with the SE'ly right-of-way line of Amelia Street;	Include Amelia Street
34	thence SW'ly along the SE'ly right-of-way line of said Amelia Street to the point of beginning at the point of intersection with the SW'ly right-of-way line of Fort Street.	

2. Open Space and Street Layout (FS 163.362 (2)(a))

Figure IV-1 is a diagram of the proposed street layout. The general street layout will remain much the same. However, several significant changes are proposed. Fort Street shall be extended over to Angela street and then over to Southard Street (the access road to Fort Zachary Taylor). The Fort Street right-of-way shall be widened to fifty feet and an additional access shall extend to Fort Zachary Taylor State Park. In addition, Angela, Petronia, Olivia, Truman, Julia, and Amelia Streets will be turned into alternating one way streets.

This network will accommodate the increases in traffic due to the improved access to the state park and the tourist market. Figure IV-5 is a conceptual drawing of a one-way street rebuilt to clearly delineate parking, improve landscaping, and provide sidewalks in order to separate pedestrians from automobiles, increase visibility at intersections and provide larger turning radii at the intersections. The proposed street layout will increase the options for routes into the neighborhood and thus have the potential of redirecting existing trips.

Finally parking in the neighborhood shall be further improved by adding parking along the Navy property adjacent to the CES building and the Seminole Battery Park. Additionally, parking in the neighborhood should also be controlled such that tourist parking and residential parking do not interfere with each other. Therefore, it will be important to explore techniques to control and direct parking to appropriate areas. Possible programs could use resident "zones"/stickers, parking meters, and signage.

Additionally, if the Navy housing along the Atlantic Ocean is declared surplus, then the City shall develop a program to link this ocean front property with Bahama Village by extending Emma and Fort Streets to this area. Additionally, Nelson English Park should be extended to the ocean as well and linked to Fort Zachary Taylor State Park.

Figure IV-2 is a diagram depicting the existing and proposed open spaces in the Bahama Village Redevelopment Area. As indicated, the existing open spaces shall be retained and a new open space shall be developed from the vacant Navy property along Fort Street when the Navy deems this property as surplus. This area surrounding the historic Seminole Mortar Battery will be a

major anchor for the community and this Redevelopment Plan. On a smaller scale, this plan shall add new "vest pocket" parks with amenities for neighborhood use such as domino playing, childrens' play structures, and passive recreation.

### 3. Land Use Limitations (FS 163.362 (2)(b))

The City of Key West has adopted a Future Land Use Map as part of the Comprehensive Plan (Figure II-E.1). However, these maps were prepared with a perspective of the entire city and did not incorporate the various nuances of Bahama Village. This was recognized during the preparation of the Comprehensive Plan and thus the Comprehensive Plan includes a policy for the preparation of this Redevelopment Plan.

Therefore, the Redevelopment Plan includes a Future Land Use Map for Bahama Village (Figure IV-3) to be added to the Key West Comprehensive Plan by amendment. This map is different from the existing Future Land Use Map in the following ways.

1. Identifies and zones Historic Public Service (HPS) those properties existing or proposed for recreation, open space, or public services.
2. Further identifies and zones Historic Neighborhood Commercial (HNC-3) traditional neighborhood commercial areas.
3. Recognizes the higher density found in public housing areas by zoning those Historic High Density Residential (HHDR).

4. Allows the two blocks of properties fronting on Petronia Street, nearest Duval, to function more precisely as a "tourist attracting" commercial area (HCT).
5. Provide HNC zoning for the City Electric System property and adjacent properties with special provisions for additional land use possibilities.
6. Removed from Historic Residential Office (HRO) designation, properties that are now residential, in order to help to reduce loss of housing stock in the community.

In addition the permitted uses in the HNC-3 district will be amended to include uses that nominally generate 100 trips per 1,000 square feet. Finally, the City should consider allowing small scale transient projects based on the commercial floor area ratio instead of the residential density. However, such projects should have no more than a total of twenty (20 ) units and should have one employee unit in addition at a ratio of one employee unit per five (5) rental units.

The HMDR district within the redevelopment area should be amended to allow accessory dwellings provided the principle property is a single family home, there is no more than one accessory unit per parcel, and the floor area of the accessory unit is 600 square feet or 25 percent of the floor area of the principle use, whichever is less. This district should also be authorized to provide small commercial enterprises at street intersections provided such businesses are subordinate to an existing residential unit, serve a neighborhood need and generate little traffic. This would facilitate the development of business opportunities and reflect the historic pattern of land use.

Finally, the City should consider allowing the transfer of density from one parcel to another. For example, there are some properties below the allowed density. For these parcels the value and taxes of the property will reflect the potential additional development. This then can contribute to the cost of retaining the property and force the selling of the home. Therefore, a mechanism to allow the transfer of the unused density would allow the property owner to initially gain by selling the excess density and then to benefit from a reduced tax burden.

TABLE IV.1  
LAND USE DISTRICTS

	HPS	HCT	HHDR	HMDR-1	HNC-3	HRO
PURPOSE OF DISTRICT	Public service	Tourist Commercial	Residential	Residential	Commercial	Office
BUILDING TYPES	Public Service buildings and land uses	Commercial, open air markets, and special events	Primarily multifamily	Primarily Single family home and multifamily	Commercial / multifamily / small guest houses	Houses with a mixture of office and residential use.
BUILDING SIZE	up to 5,000 sq. ft.	up to 5,000 sq. ft.	up to 15,000 sq. ft.	up to 15,000 sq. ft.	up to 5,000 sq. ft.	up to 3,000 sq. ft.
BUILDING HEIGHT	35 feet	35 feet	35 feet	35 feet	35 feet	35 feet
NUMBER OF BUILDINGS (DENSITY)	Floor area ration of 1.0	22 units per acre floor area ratio of 1.0	22 dwelling units per acre with accessory units for single family homes	16 dwelling units per acre with accessory units for single family homes	16 dwellings per acre and a floor area ratio of 1.0 for commercial uses.	16 dwellings per acre and a floor area ratio of 1.0 for office uses.
BUILDING USE	Public use	commercial	Residential	residential with limited commercial	commercial / residential / transient	office and accessory residential

#### 4. Residential Use Element (FS 163.362 (8))

This plan is not intended as a remedy for housing shortages, but is intended to ensure that housing remains accessible and affordable to existing residents by acting as an instrument for stabilizing and

securing the existing residential base as well as encouraging economic revitalization of the traditional commercial district of the area..

A major concern for the community is the possibility that as the redevelopment plan improves the community and adds value to properties, it may be increasingly difficult for the existing residents to own their homes or be able to afford rents. For instance, increased property values could translate into increased property taxes and thus make it increasingly expensive for the owners to afford their own homes or pass the homes onto family members. Additionally, as rental units are sold at higher values, the new landlord may have to charge higher rents to cover the payments needed to finance the purchase. Furthermore, existing rental units that do not change ownership could still charge higher rents and thus displace existing residents.

Public housing programs.

One mechanism to counter this pressure will be for the City, through its cooperative agreement with the Housing Authority, to continue to support the public housing communities and their residents within the redevelopment area by continuing efforts to meet the shortage of affordable housing with assistance from state and federal programs. These programs shall then assist the private residential rental market in providing affordable housing through continued application of the Federal Rehabilitation Program, State Weatherization Program, and direct rental assistance through the Section 8 Assisted Housing Program, and the City's Growth Management Ordinance.

Additional public involvement will continue the commitment to the 137 very-low and low income rental units under the federal public housing program. These buildings are approximately 50 years old and thus should be a priority of the Housing Authority. Rather than upgrading existing buildings, efforts should focus on a gradual process of replacing the existing multifamily buildings with a mixture of housing types that resemble the historic architectural style and high density pattern typical of the single family homes in the neighborhood. This pattern of development would then facilitate conversion to resident ownership in subsequent years.

Finally, there are 68 privately-owned apartments under contract to the federal government till 1999 to provide safe, decent and sanitary housing to very-low income families within the redevelopment area. The City recognizes the need to continue resident access to these units and will address the transition of these units to home ownership.

#### Community based programs

In addition to the above public programs, there are several other mechanisms that will be used to counter-act the economic pressures driving out the existing residents. These include improving resident access to financing to facilitate purchasing housing, enhanced economic opportunities to increase income and thus improve the ability to pay the higher costs of housing, increasing rent subsidies, rent controls, and a gradual implementation of the physical improvements to allow time for increases in income to occur commensurate with increasing property values.

A major and crucial program can be for the neighborhood to establish a Community Land Trust (CLT) or use the Monroe County Land Authority to intervene in the housing market. A CLT on its own or working with the Land Authority and Housing Authority could purchase properties at market rate (thus allowing existing residents to derive the full benefit of the equity of their homes) but to then resell the units at affordable prices to existing residents that are unable to otherwise compete for the housing. Additionally, a CLT could also work with the Land Authority, housing authority, and local banks to develop financing packages available to existing residents.

Although establishing a CLT is essentially a grassroots effort, the City shall assist the creation of a CLT by providing the expertise of local staff and financially cooperating with a CLT.

Additionally, the public projects should be spread over a sufficient time period to allow the local residents to both be employed by such public works and to respond to the impacts on property values. It is imperative that a CLT or other mechanism be in place prior to those public improvements that will have the greatest impact on property values.

Finally, the land development regulations could be amended to allow small rental apartments in association with a larger, resident owned single family homes. This would be a slight increase in the density of dwelling units but in reality would allow the housing stock to recognize that family sizes are getting smaller. This revision would also allow the existing residents to profit from growth, allow them to directly invest in housing, and allow them to have more opportunity to make units available to family or friends.

In conclusion, there will be a variety of measures to address the housing needs of existing residents. These include:

- 1) Continuing the commitment to public housing programs with a concerted effort to convert units to resident ownership.
- 2) Developing a Community Land Trust (CLT) or other institution to intervene in the housing market in an effort to retain housing for existing residents.
- 3) Improving resident access to financing to facilitate their purchase of housing,
- 4) Gradually implementing physical improvements to allow time for the residents and the City to develop mechanisms to control the effects of increases in property values due to the public improvements.
- 5) Amending the land development regulations to allow small apartments at resident owned single family homes.

**5. Dwelling Units (FS 163.362 (2)(c))**

The plan is not intended to greatly increase the number of dwelling units beyond the infilling of vacant lots and the provision of small apartments at existing single family homes. Thus no more than an additional fifty to one hundred-fifty dwelling units are anticipated.

This plan also recommends an amnesty period of one (1) year during which people may register any dwelling that exists. However, in exchange for being permitted to keep the dwelling unit, the property owner should enter into an agreement with the City to bring the unit into conformance

with the building code, not be allowed to increase the floor area, pay utility hook up charges and impact fees, and not rent the units for less than 30 days. However, this program may be expensive for the property owner. Thus in order for this program to be successful in improving the existing housing stock, it will be necessary to first establish funding and financial mechanisms to assist the property owner.

The funding mechanisms to be established will include, but not be limited to, allowing a 10 year, no interest payment plan for the City's impact fees, low interest loans from the Monroe County Land Authority and the Housing Authority for building renovations and utility fees.

#### **6. Replacement housing (FS 163.362 (7))**

Replacement housing is not expected to be needed for any of the projects proposed by this plan. In fact, a major thrust of the plan will be to enhance and maintain the existing housing.

#### **7. Public Properties existing and proposed (FS 163.362 (2)(d))**

There will be little change in public ownership of land. However, there will be a substantial change in which public entity will actually own the land in regards to the Navy property along Fort Street. Figure IV-4 shows existing and proposed public property. As indicated, the Navy property is to be transferred to the City of Key West when it is declared excess property by the Navy.

## 8. Public Projects (FS 163.363 (4, 9 & 10))

Table IV-2 lists the projects for the redevelopment plan by category. The party primarily responsible for the project and the schedule for completing the project is identified. For capital projects the capital cost of the project is included.

Transportation projects will focus on the physical condition of the road, parking and pedestrian system. The major component will focus on developing an alternating system of one way streets (Figure IV-1) for the streets generally running east and west, perpendicular to Duval Street. The north and south streets (parallel to Duval Street) will remain as two way streets. The major reason for the alternating one way streets is that the rights-of-ways of these streets are only thirty (30) feet and thus there is little space for two-way traffic, parking, and pedestrians. Figure III-5 is a conceptual drawing of a one-way street system rebuilt to improve parking, landscaping, and pedestrian uses.

The theme of amendments to the Land Development Regulations is to enhance economic opportunities, to facilitate the provision of small residential units, and to remove much of the existing development from a non-conforming status.

The physical redevelopment projects have the primary purposes of removing blight. Selective demolition, clearance, replacement and major renovation in the area bounded by Angela St., Emma St., Petronia St. and Fort St. will allow the area to be redeveloped in a manner to enhance

the adjacent properties. However, this effort should include extensive cooperation with the property owners.

The old diesel building owned by the City Electric System (CES) represents a major renovation project opportunity in the community and should become a major economic anchor for the community. In order to assure the fullest range of opportunities, the City of Key West should issue a request for proposals for private use/management of the building and property. The criteria for choosing a specific use should include the number and quality of job opportunities for residents and the opportunity for resident businesses to benefit from this special space and location next to Shipyard Condominiums and the proposed Seminole Mortar Battery Park.

Finally, the City of Key West should continue code enforcement in the community to prevent illegal, substandard development, and not allow a general deterioration of the physical component of the community. In a cooperative effort, the Code Enforcement staff should work with residents and property owners to identify substandard conditions. These properties should then have a high priority in programs developed to assist in making the physical improvements or proceed with condemnation and demolition.

Public infrastructure improvements, other than those to the road network, will add the sewer and fire protection facilities.

A premier recreation/cultural enhancement will be the acquisition of the Seminole Mortar Battery and adjacent property from the U.S. Navy. Subsequently the battery should be restored as a

historic landmark, the surrounding land developed as a large open green space, an access extended to Fort Taylor State Park and Fort Street extended to the Truman Annex Development of Regional Impact.

Development of a local black history museum, a historical society, and historic signage will recognize local history and accomplishments. This will enhance economic opportunities for local businesses.

#### 9. Safeguards to Carry Out the Redevelopment (FS 163.362 (5))

The City Commission of the City of Key West will sit as the Community Redevelopment Agency (CRA). A citizens group, possibly a community land trust, is proposed to be established as an advisory committee. This body should be provided with several City staff members to coordinate and implement the Redevelopment Plan. Thus, the City sitting as the Redevelopment Agency or acting through the land development regulations will have adequate safeguards to carry out the redevelopment.

#### 10. Retention of Controls (FS 163.362 (6))

The City of Key West shall retain control of the CRA activities by means of the Comprehensive Plan, Zoning Regulations, ownership of land, and deed restrictions for land that is sold or granted special development concessions.

END OF REDEVELOPMENT PLAN ELEMENT

**TABLE IV-2 BAHAMA VILLAGE REDEVELOPMENT PLAN  
PROPOSED PROJECTS**

NO.	PROJECT	AGENCY	DESCRIPTION	PURPOSE	YEAR TO BEGIN	CAPITAL COST
<b>A. TRANSPORTATION/ROADWAY PROJECTS</b>						
A.1	NEW TRAFFIC CIRCULATION	City	Install street signs, adjust traffic signals to create an alternating system of one way streets.	Deter outside traffic from entering the residential streets and allow subsequent projects to create more efficient use of the streets for resident parking, traffic flow, and pedestrians. Neighborhood meetings should be held to discuss specific street improvements.	2	\$20,000
A.2	ANGELA STREET EXTENSION	City	Extend Angela Street to Fort Street.	Facilitate circulation. Coordinate with reuse of CES property and surplus of Navy property.	2	\$100,000
A.3	ANGELA STREET, LANDSCAPE, PARKING, AND SIDEWALK	City	Add landscape islands to define parking areas, and add sidewalk.	Enhance pedestrian safety and provide transition from the residential scale of the homes on the south side of the street to the void of the parking to the north. The development of a streetscape on Angela Street will further define the northern edge of the neighborhood.	3	\$200,000
A.4	PETRONIA ST. LIGHTING	City	Install additional lighting	Encourage redevelopment of adjacent properties.	2	\$20,000
A.5	OLIVIA STREET, LANDSCAPE & PARKING	City	Add landscape islands to define parking areas and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	4	\$300,000
A.6	TRUMAN STREET, LANDSCAPE & PARKING	City	Between Whitehead and Fort Streets, add landscape islands to define parking areas, and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	3	\$300,000
A.7	JULIA STREET LANDSCAPE, PARKING, AND SIDEWALK	City	Add landscape islands to define parking areas, and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	4	\$250,000
A.8	VIRGINIA STREET, LANDSCAPE & PARKING	City	Add landscape islands to define parking areas and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	5	\$250,000
A.9	AMELIA STREET	City	Add landscape islands to define parking areas and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	4	\$250,000
A.10	LOUISA STREET	City	Improve paving and sidewalks	Enhance quality and safety.	5	\$100,000
A.11	FORT STREET EXTENSION	City	Extend to Angela Street.	Improve traffic circulation by linking adjacent areas. This will enhance movement of people and emergency vehicles. Coordinate with reuse of CES property and surplus of Navy property.	2	\$100,000
A.12	FORT STREET SIDEWALKS	City	Remove discontinuities on the SWly side and on the other side, add new sidewalks to connect to existing sidewalks	Facilitate pedestrian movement and safety	2	\$50,000

A.13	FORT STREET WIDENING	City	Widen the street to allow street side parking and landscaping of shade trees to create new and enhance existing parking areas.	Improve pedestrian mobility and general quality of life.	5	\$400,000
A.14	CONNECTION TO FT. TAYLOR ACCESS		If the City is successful in acquiring the Navy land when it is surplus, Fort Street should then be extended to the Access Road to Fort Zachary Taylor State Park.	Enhance access with the Shipyard Condominium, improve emergency access to both neighborhoods, and the isolated aspect of the area and the CES building.	3	\$50,000
A.15	NEW ACCESS TO FT. TAYLOR		Extend access from Fort Street between Olivia and Petronia St.	This will greatly reduce the distance to the park for residents of Bahama Village.	6	\$100,000
A.16	EMMA STREET LANDSCAPE & PARKING	City	Add landscape islands to define parking areas and add sidewalk.	Create more efficient use of the streets for resident parking, traffic flow, and pedestrians.	3	\$400,000
A.17	CHAPMAN LANE LIGHTING	CES	Improve lighting	Improve security	1	\$10,000
A.18	CHAPMAN LANE REHABILITATION	City	Install sidewalk, resurface and correct drainage	correct existing drainage problem and enhance character	1	\$20,000
A.19	HOWE STREET	CES	Improve lighting	Improve security	1	\$10,000
A.20	TRANSIT	City/ PATA	The PATA Board hold annual meetings in the community	Improve communication with the community.	Ongoing	No cost
A.21	BUS SHELTERS	City/ PATA	Install covered bus shelters	To enhance the comfort of the transit system for people going to places of employment and shopping in the major shopping centers on North Roosevelt Road.	Coordinate with street improvements	\$5,000
A.22	PARKING CONTROL	City	Develop and implement a plan to avoid parking conflicts between residents and tourists	To reduce traffic in residential areas and improve the quality of life for residents.		No capital cost
<b>B. AMENDMENTS TO LAND DEVELOPMENT REGULATIONS</b>						
B.1	ALLOW NON-RESIDENTIAL USES THROUGH OUT THE HMDR DISTRICT	City/ Planning Dept.	<p>Rezone to HMDR-1. Criteria for permitted uses:</p> <ul style="list-style-type: none"> <li>- use or accumulation of permitted uses will not be adverse to the predominant residential character such as Barber shops, beauty salons, grocery stores of less than 2,000 sq. ft., general stores of less than 5,000 sq. ft., Laundromats, professional offices of less than 500 sq. ft.</li> <li>- location criteria to assure adequate separation. Historic pattern was to had commercial at street corners and thus new commercial could be no further that 51 feet from a street corner and no more then one business per property</li> <li>- mix with residential uses (50% of bld be residential).</li> </ul>	Provide economic opportunity for small businesses and reflect the historic land use pattern as reflected on the Sanborn Maps.	1	No capital cost

B.2	ACCESSORY UNITS	City/ Planning Dept.	Allow accessory attached or detached units within the HMDR district. Limits would be: - no more than 25% of total floor area. - no more than 600 sq. ft. floor area - Principle property must be single family home - No more than one per property.	Increase housing affordability and opportunity and financial benefit to homeowners.	1	No capital cost
B.3	PETRONIA & EMMA STREET ZONING	City/ Planning Dept.	Change to HCT and modify HNC-3	Accommodate efforts to maximize commercial activity on Petronia St. and link Petronia St. with a common zoning designation.	1	No capital cost
B.4	REZONE CES BLD. (AREA BOUNDED BY ANGELA ST., PETRONIA ST. 100' WEST OF EMMA ST. AND FORT ST.)	City/ Planning Dept.	Change to HNC-3	Encourage through incentives the use of innovative land planning and development techniques to create more desirable and attractive development on this parcel.	1	No capital cost
B.5	EXTEND THE HISTORIC DISTRICT	City/ Planning Dept.	Extend to the district boundary to include the blocks bounded by Angela, Emma, Petronia, and Fort Streets.	Recognize the historic structures in this area	2	No capital cost
B.6	REVISE STANDARDS	City/ Planning Dept.	Rewrite land development regulations to tailor the standards to the historic patterns unique to this community. Revisions would apply to setbacks, densities, permitted uses, and other standards that do not match the historical pattern in the community.	Reduce extent of non-conforming uses and thus enhance historic preservation. The security of building back will enhance financial opportunities and insurance obligations. This would also reduce the expense of renovation expenses required to conform with the regulations.	1	No capital cost
B.7	REVISE STANDARDS APPLICABLE TO NONCONFORMING STRUCTURES DEEMED CONTRIBUTING STRUCTURES	City/ Planning Dept.	Revise land development regulations to the reconstruction of structures that contribute to the historic district. Applicable revisions would include but not be limited to density, permitted uses, setbacks, and heights.	Avoid the possibility that the zoning ordinance could actually, over time, change the historical pattern of development.	1	No capital cost
<b>C. PHYSICAL REDEVELOPMENT</b>						
C.1	SELECTIVE DEMOLITION, CLEARANCE, REPLACEMENT, MAJOR RENOVATION	City/ Code Enforcement & private	Area bounded by Angela St., Emma St., Petronia St. and Fort St. Extensive cooperation with the property owners would be needed. This could be offered with programs to assist in the cost of repairs.	Removes substandard and incompatible structure types and inconsistent land uses to create an area for increased housing or commercial enterprises.	2	\$50,000
C.2	CES DIESSEL BLD	CES/ private	Redevelop for adaptive commercial uses by seeking joint venture with private party	To convert an unused building into a productive property.	2	No capital cost
C.3	CODE ENFORCEMENT	City/ Code Enforcement	In a cooperative and informative effort, work with property owners and renters to identify building conditions that are not in conformance with the building code. Cooperation with property owners will be imperative but this program should not be seen as rewarding recent illegal activity.	Identify deleterious condition for owner occupied units & upgrade the condition of the existing renter occupied housing stock. Assist in establishing priority buildings for redevelopment and renovation.	on going	No capital cost

D. PUBLIC INFRASTRUCTURE								
D.1	SEWERLIFT STATION A	City	Improve appearance and air quality	Reduce impact on the neighborhood				
D.2	STORM AND SANITARY SEWERS	City	Increase services and correct deficiencies	Improve the capacity of storm and sanitary systems within the neighborhood	1	\$5,000	coordinate with road projects	
D.3	FIRE WELLS & HYDRANTS	City/Fire Dept.	Continue to install fire wells and hydrants at regular intervals throughout the neighborhood and advise residents of possible reductions in insurance premiums	Enhance safety and fire protection by increasing water flow and augmenting fire hydrants and reduce insurance costs to the residents.			coordinate with road projects	
E. RECREATION PROGRAMS AND CULTURAL ENHANCEMENT								
E.1	ACQUIRE SEMINOLE MORTAR BATTERY	City/ US Navy	The City shall undertake a cooperative effort with the federal government to transfer this historic site to the City and initiate preservation and enhancement activities.	Increase recreation opportunities, reduce the "containment" of the community and increase economic opportunities for the adjacent properties.	1	Not available		
E.2	IMPROVE SEMINOLE MORTAR BATTERY PARK	City	Create a passive park.		3	\$100,000		
E.3	DETERMINE RECREATION NEEDS	City/ Neighborhood	Survey residents. This could take any of several formats: mailed surveys, door to door surveys, a survey booth at recreational facilities, or survey forms published in local publications or handed out by neighborhood groups.	To identify the priorities of the community for facilities and recreation activities. This could help identify a program for the Seminole Mortar Battery Park.	1	\$10,000		
E.4	SIGNAGE FOR HISTORIC LANDMARKS	City/ Main Street Program	Cornish Memorial AME Church, the St. Stephens AME Zion Church, Bethel AME Church, the St. James Missionary Baptist Church, the Newman United Methodist Church and other facilities need to be identified	Foster community pride and enhance commercial opportunities in the neighborhood and become part of published literature for tours of the City.	1	\$10,000		
E.5	HISTORICAL SOCIETY	City/ Neighborhood	Establish a neighborhood historical society to identify historic landmarks in cooperation with Historic Florida Keys Preservation Board and Historic Architectural Review Commission.  Record the community's history through narrative and video mediums  coordinate and disseminate historic information to local community groups, the chamber of commerce and tour operators.	To record the community history before it is lost and make this history available to the public			On going	No capital cost
E.6	LOCAL BLACK HISTORY MUSEUM	City	Douglass School Band Room building. Renovate and adapt for museum for art and history	Promote community's heritage and serve as the archive for the cultural and historical information about the black community			2-3	Not available
E.7	ACCESS TO FT. TAYLOR	City/State	Develop a fee structure that facilitates regular access by the youth of the entire City.	Increase recreation opportunities	1	No capital cost		

<b>F. PUBLIC SAFETY</b>											
F.1	DEVELOP LAW ENFORCEMENT PROGRAM INVOLVING RETIRED OFFICERS AND RESIDENTS	City/ Police Dept./ Neighborhood	The expertise of the retired officers could help the resident's to understand the best ways to work with the police department.	Increase public safety	On going	No capital cost					
F.2	MAINTAIN COMMUNITY BASED POLICING PRACTICES	City/ Police Dept.	Reinforce present crime watch activities.	Increase public safety by improving communication with the community	On going	No capital cost					
F.4	RE-ESTABLISH COMMUNITY RELATIONS DEPARTMENT	City/ Police Dept.	Workshops/seminars on human relations and sensitivity training. Police sponsored local youth sports teams.	Improve cooperation between the police and the community, assist the police to better understand the needs of the community and provide positive activities for young people.	On going	No capital cost					
F.5	POLICE SUBSTATION	City/ Police Dept.	Maintain a police substation at the Frederick Douglass Community Center in order to implement the community policing task force	Improve cooperation and communication between the police and the community	On going	No capital cost					
F.6	FOOT PATROLS	City/ Police Dept.	Increase level of police protection through the use of foot and bike patrols	Improve cooperation and communication between the police and the community	On going	No capital cost					
<b>G. FINANCING &amp; INSTITUTIONAL</b>											
G.1	ESTABLISH CITY COUNCIL AS REDEVELOPMENT AGENCY	City	F.S 163.357 allows the City Council to declare, by resolution, itself to be the Redevelopment Agency	To establish and retain the powers of a redevelopment agency to implement projects and programs.	1	No capital cost					
G.2	NEIGHBORHOOD ADVISORY BOARD	City	This would be a board appointed by the Redevelopment Authority to provide a forum for regular public participation.	To facilitate public participation and advise the Redevelopment Authority.	1	No capital cost					
G.3	OBTAIN HOPE AND HOME PROGRAM HOUSING TRUST FUNDS	City Housing Authority	Participate in competitive financing by HUD	To assist residents with the costs of repairs and home improvements	On going	No capital cost					
G.4	OBTAIN CDBG FUNDS	City	City continue to apply for these funds	Obtain funds to pay for facilities in the area	On going	No capital cost					
G.5	TAX ABATEMENTS		Improvements to historic structures may receive special property tax benefits. This program should be made available to many participants due to the many historic structures. This would require the City and County to pass local ordinances.	Reduce the adverse tax results when a property is improved.	On going	No capital cost					
G.6	LOCAL BANK FUNDING CONSORTIUM	Private	Private banks develop loan programs specific to this neighborhood. These should acknowledge an individual's long term residence in the community.	Open traditional financial mechanisms to long term residents.	1	No capital cost					
G.7	AFFORDABLE HOUSING TASK FORCE	City	Establish a representative task force to work with the City Planning Department and CDO	Administer the use of housing trust dollars and review regulation and its impact on affordable housing issues.	On going	No capital cost					

G.8	MAYOR'S REVOLVING LOAN FUND	City	Continue Mayor's Revolving Loan Fund.	Allow local community groups to seek funding for small projects that fall outside of the normal capital improvement funding cycle.	On going	No capital cost
G.9	COMMUNITY LAND TRUST	Private/Neighborhood	Establish a Community Land Trust. First, initiate liaison with the Institute for Community Economics for technical assistance and participation in a revolving loan fund	Provide institutional framework for the citizens in the community to effect private change.	1	No capital cost
G.10	MAIN ST. PROGRAM	City/Business community	Continue this program and provide support for operation	Continue to assist in the improvements throughout the community.	On going	No capital cost
G.11	PROMOTE EVENTS IN THE COMMUNITY	City/businesses/Tourist Development Council	Promote community, street side events such as First Saturday and the Goombay Festival that attract tourists.	Provide opportunities for individuals to develop business experience by allowing microenterprise opportunities and provide opportunities for local fund raising.	On going	No capital cost

## V. NEIGHBORHOOD IMPACT STATEMENT

A Neighborhood Impact Statement is required by FS 163.362(3) to determine the impact on residents of the neighborhood and surrounding areas. The following discussion describes the impact of the proposed plan on the neighborhood.

### A. Relocation

A major relocation of residents will not occur due to the fact that no housing is proposed to be removed. However, it is possible that some individuals will need to move temporarily due to the proposed systematic effort to upgrade substandard housing. It is anticipated that the existing housing market will be able to provide the housing units. However, the City may need to obtain funds for financial assistance.

### B. Traffic Circulation

The proposed roadway improvements may temporarily interrupt traffic. However, normal traffic management techniques by the construction teams will minimize these disruptions.

Permanent and long-term changes in the traffic circulation will occur with the extension of Fort Street and the extension of access to the Fort. However, these changes will not be adverse and will help provide a more balanced distribution of traffic flows.

A parking control program, such as resident stickers, will help to reduce non-residents parking in the neighborhood and driving through the area looking for a parking space.

The conversion of many streets with narrow right-of-ways to one way streets will not adversely affect the neighborhood and will reduce outside traffic in residential areas. The general traffic flows outside of the neighborhood will not be affected.

C. Environmental Quality

Environmental quality will be enhanced by the provision of a large passive park west of Fort Street and the additional landscaping throughout the community. Rehabilitation or demolition of abandoned, dilapidated structures will reduce pests and unsanitary conditions.

D. Availability of Community Facilities and Services

The availability of community facilities and services will not be adversely affected. Indeed, the entire focus of this redevelopment plan is to enhance the provision of public facilities and services.

E. School Population

The school population may increase slightly due to construction of houses on the few remaining vacant lots. However, this increase will not require major expansion of the city schools.

F. Other Matters Affecting the Physical and Social Quality of the Neighborhood

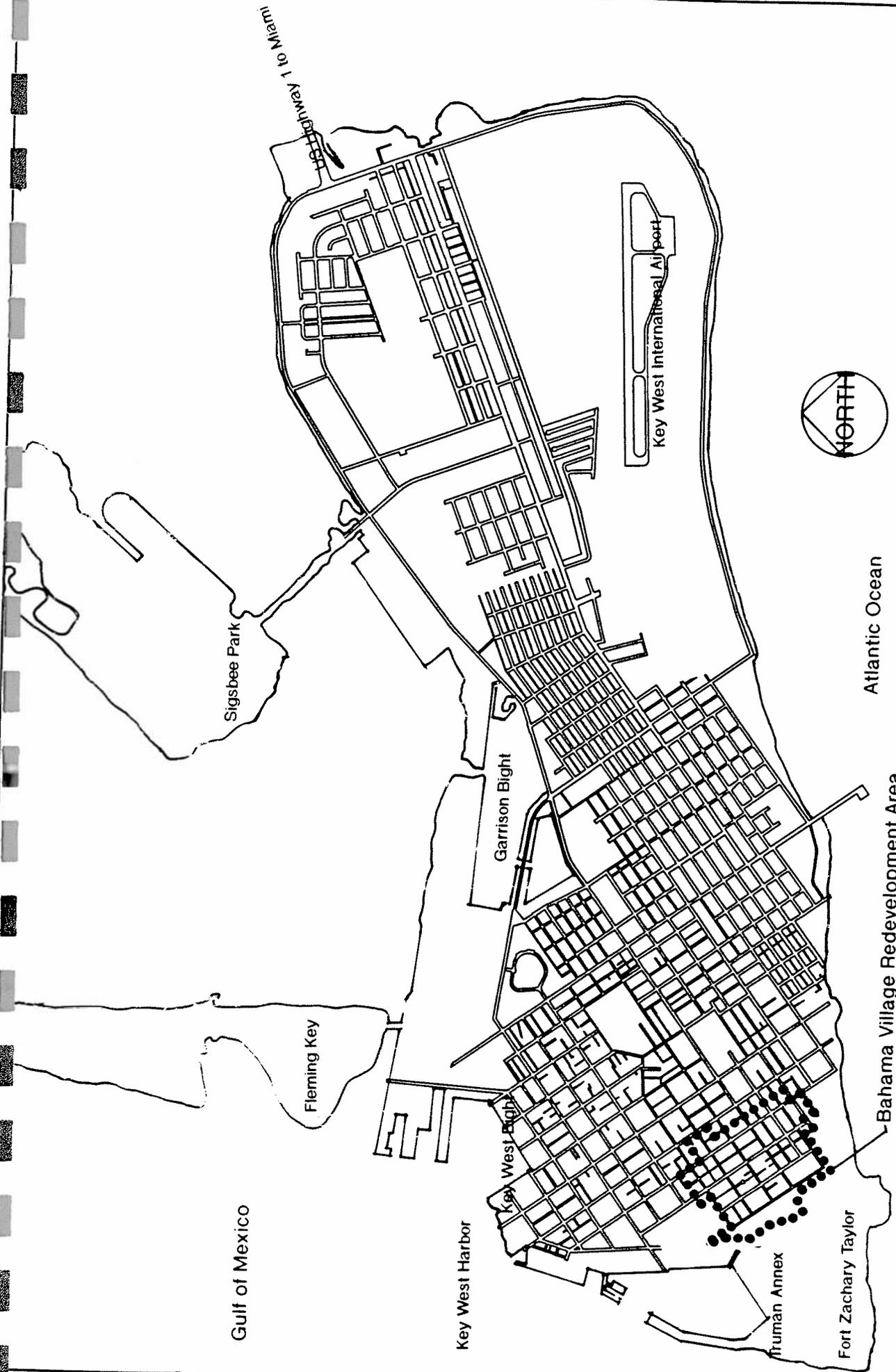
The focus of public improvements could increase property values and thus pressures could develop that would make it difficult for existing residents to continue to afford to live in the neighborhood.

Mechanisms to counter this pressure will be implemented. These will include continued support from the Housing Authority and developing a Community Land Trust to work with the Monroe County Land Authority to intervene in the land market to assist existing residents to be able to purchase housing.

THE END

OF NEIGHBORHOOD IMPACT STATEMENT

Appendix A



Gulf of Mexico

Sigsbee Park

Fleming Key

Key West Harbor

Key West Bight

Garrison Bight

Truman Annex

Fort Zachary Taylor

Atlantic Ocean

Bahama Village Redevelopment Area

Key West International Airport

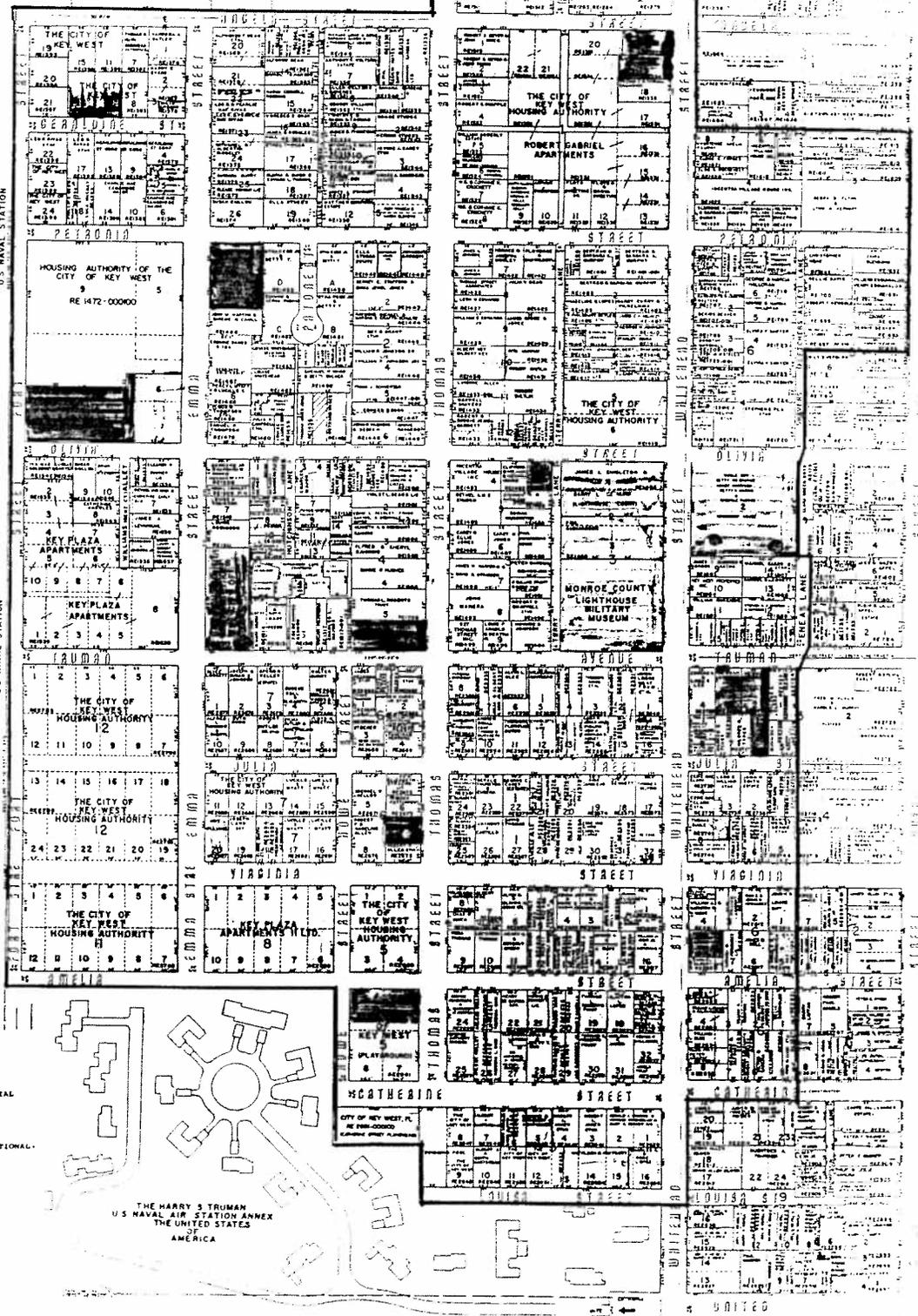


# Bahama Village Redevelopment Plan

Location Map

FIGURE II - A1

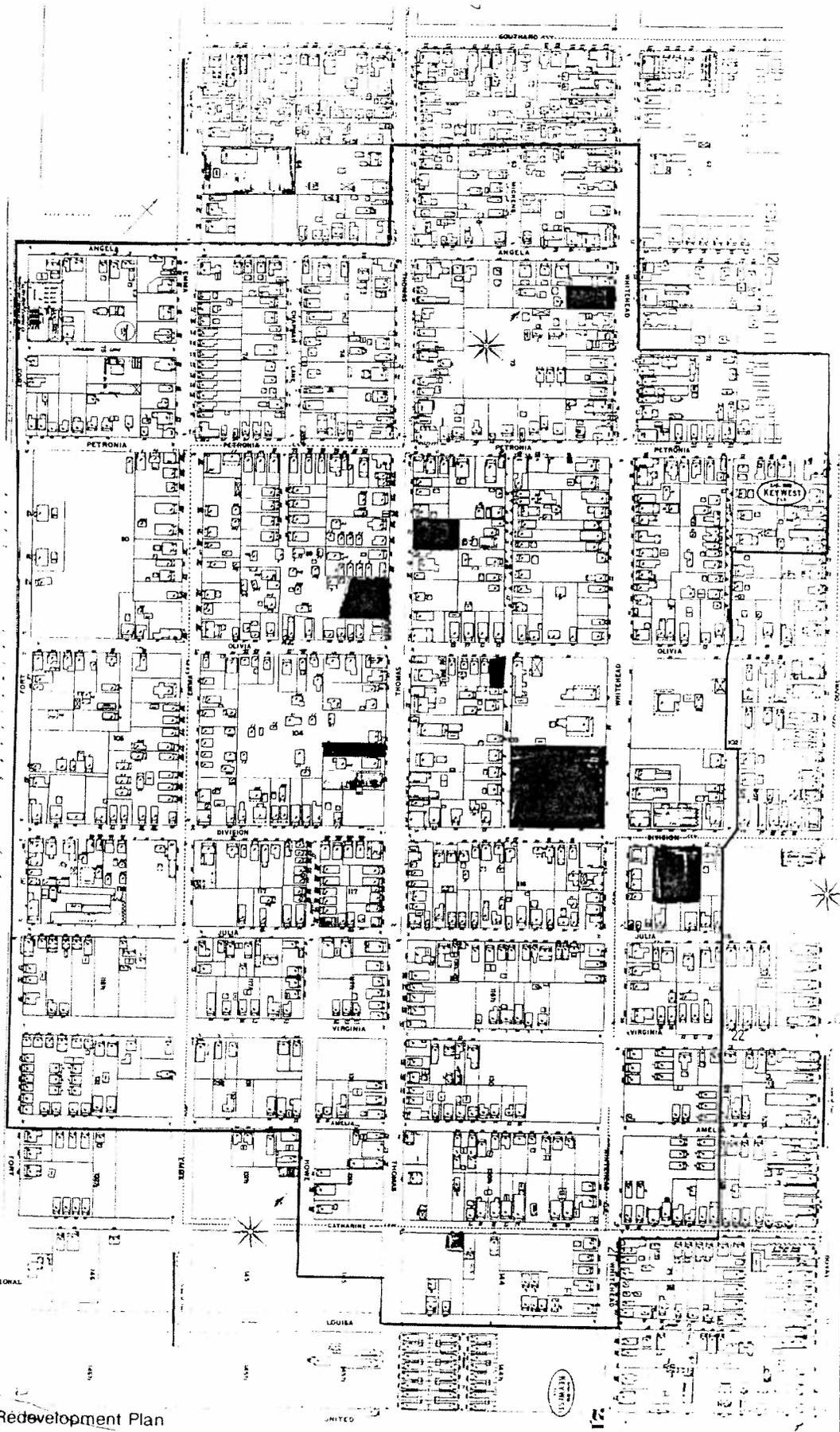




Bahama Village Redevelopment Plan

Existing Land Use

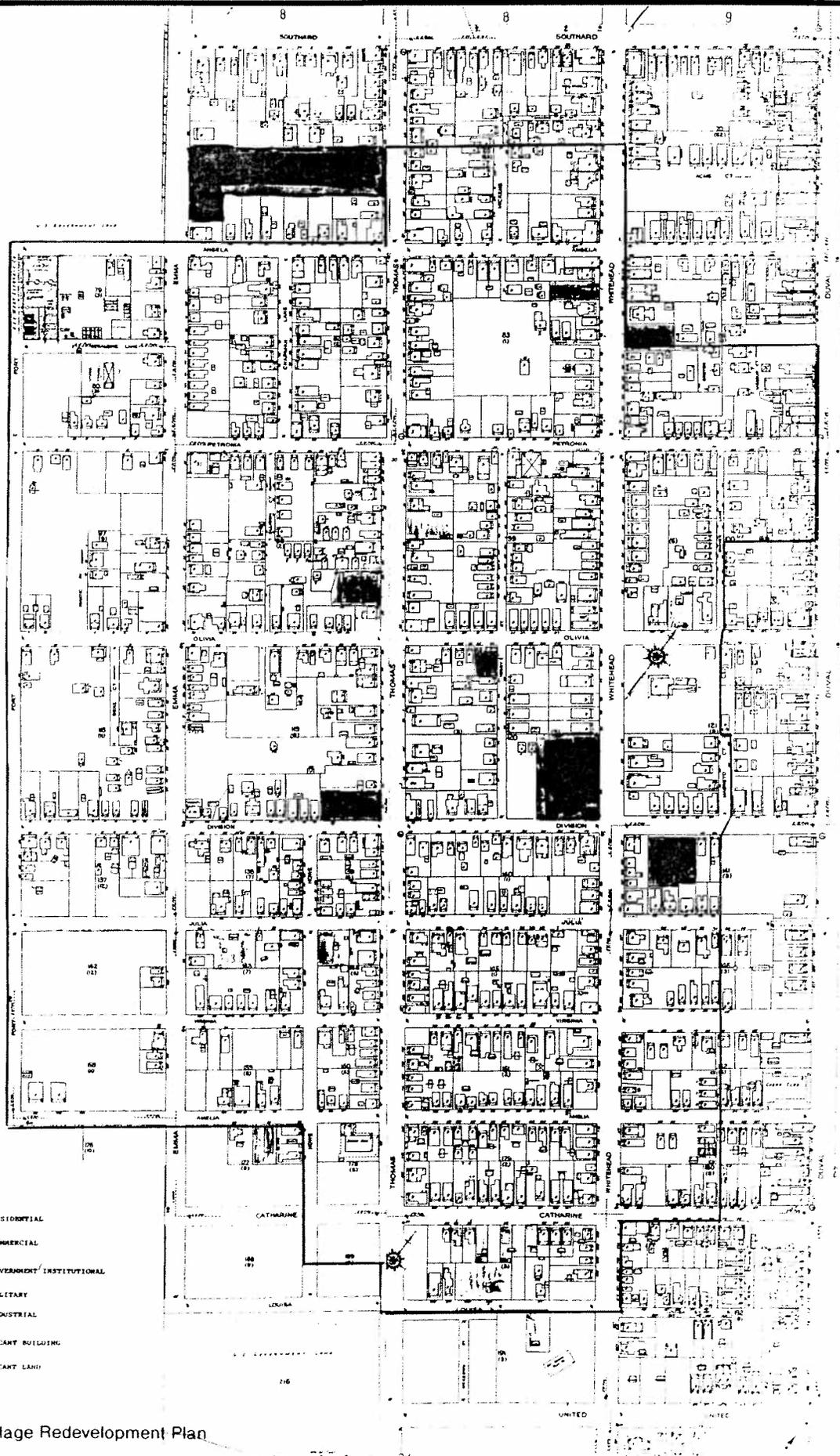
FIGURE 3 - D1



Bahama Village Redevelopment Plan

Historic Land Use 1899

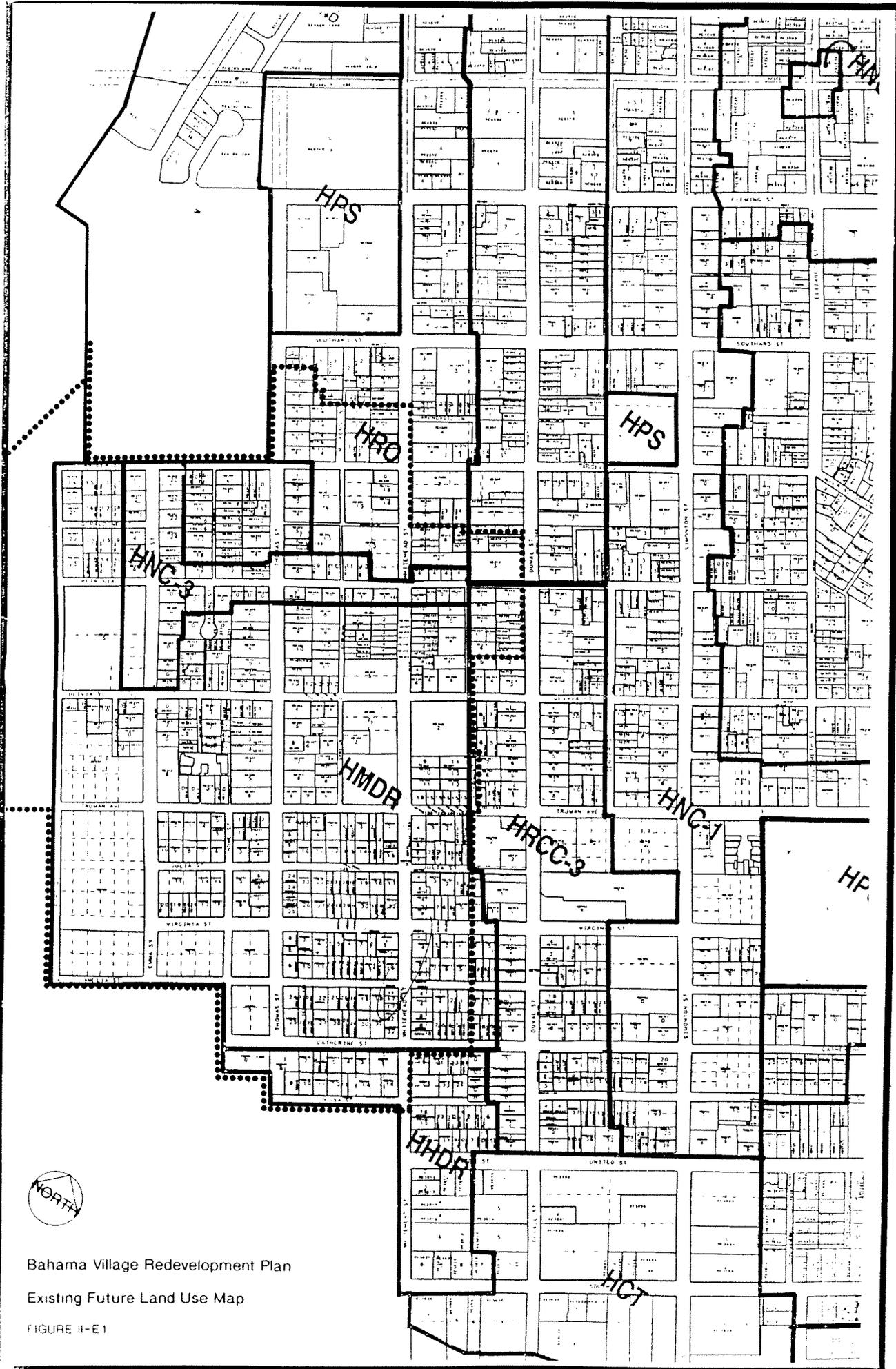
FIGURE II-D-2



Bahama Village Redevelopment Plan

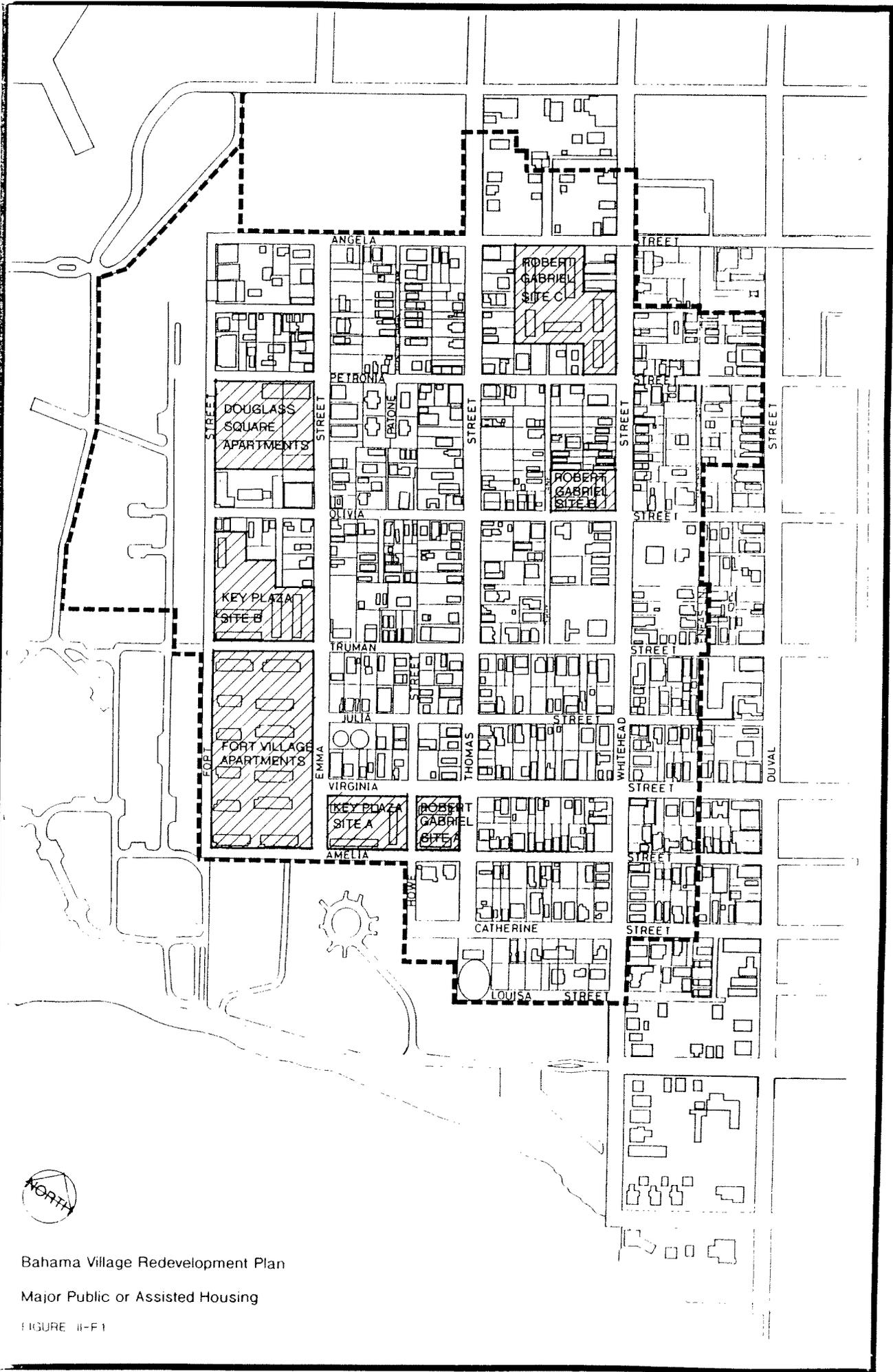
Historic Land Use 1926

FIGURE II-D3



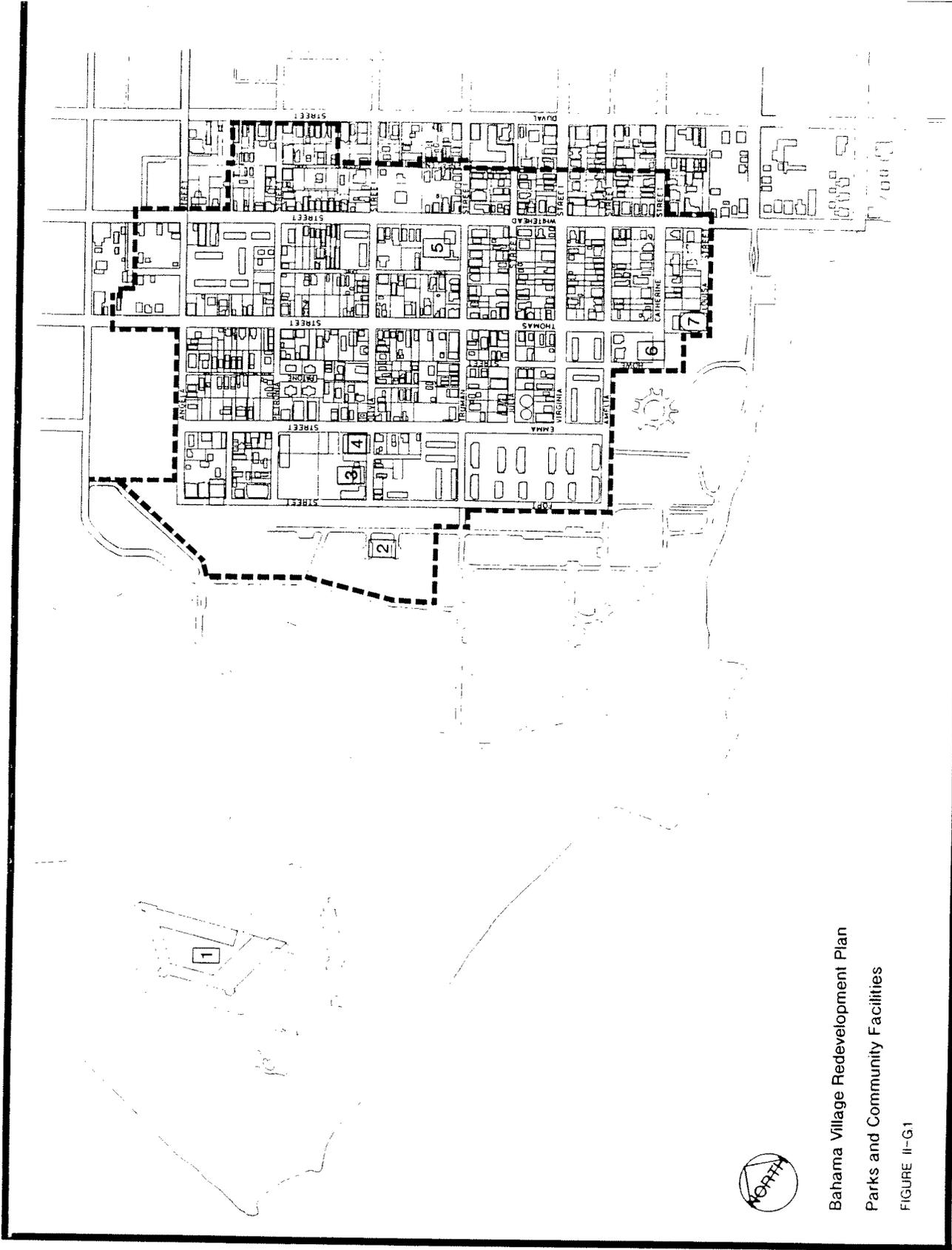
Bahama Village Redevelopment Plan  
 Existing Future Land Use Map

FIGURE II-E 1



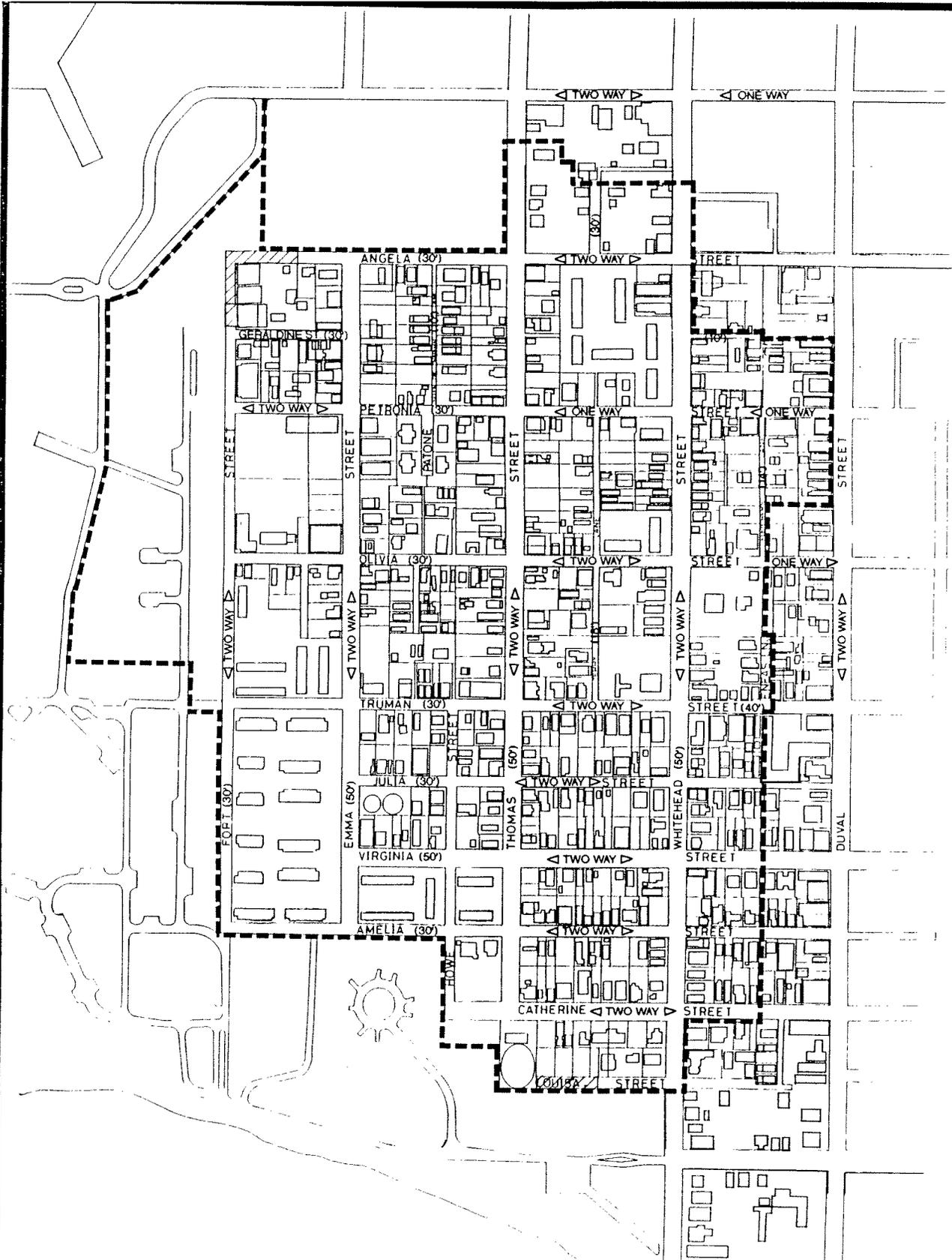
Bahama Village Redevelopment Plan  
 Major Public or Assisted Housing

FIGURE II-F1



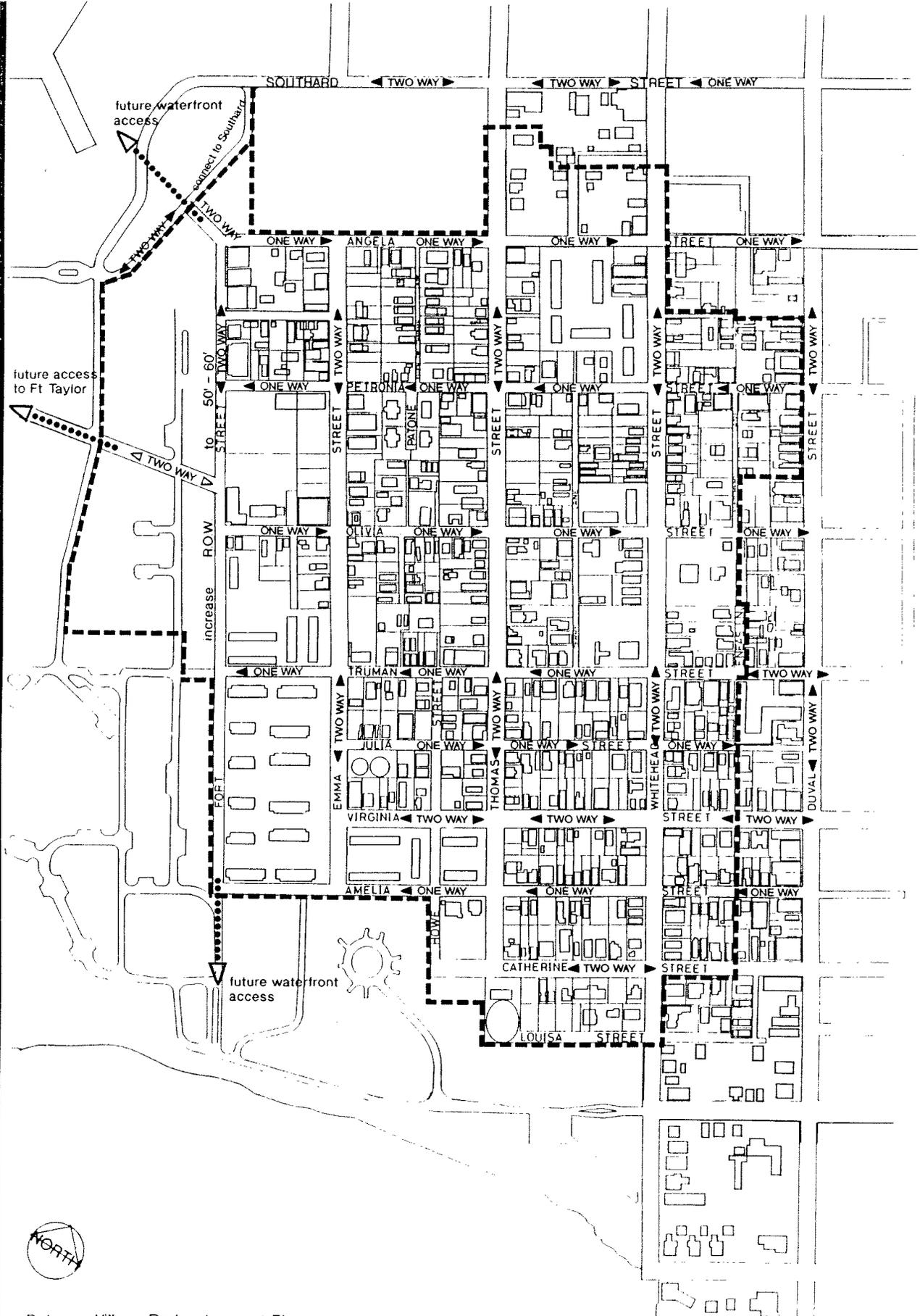
Bahama Village Redevelopment Plan  
 Parks and Community Facilities

FIGURE II-G1



Bahama Village Redevelopment Plan  
 Existing Street Layout

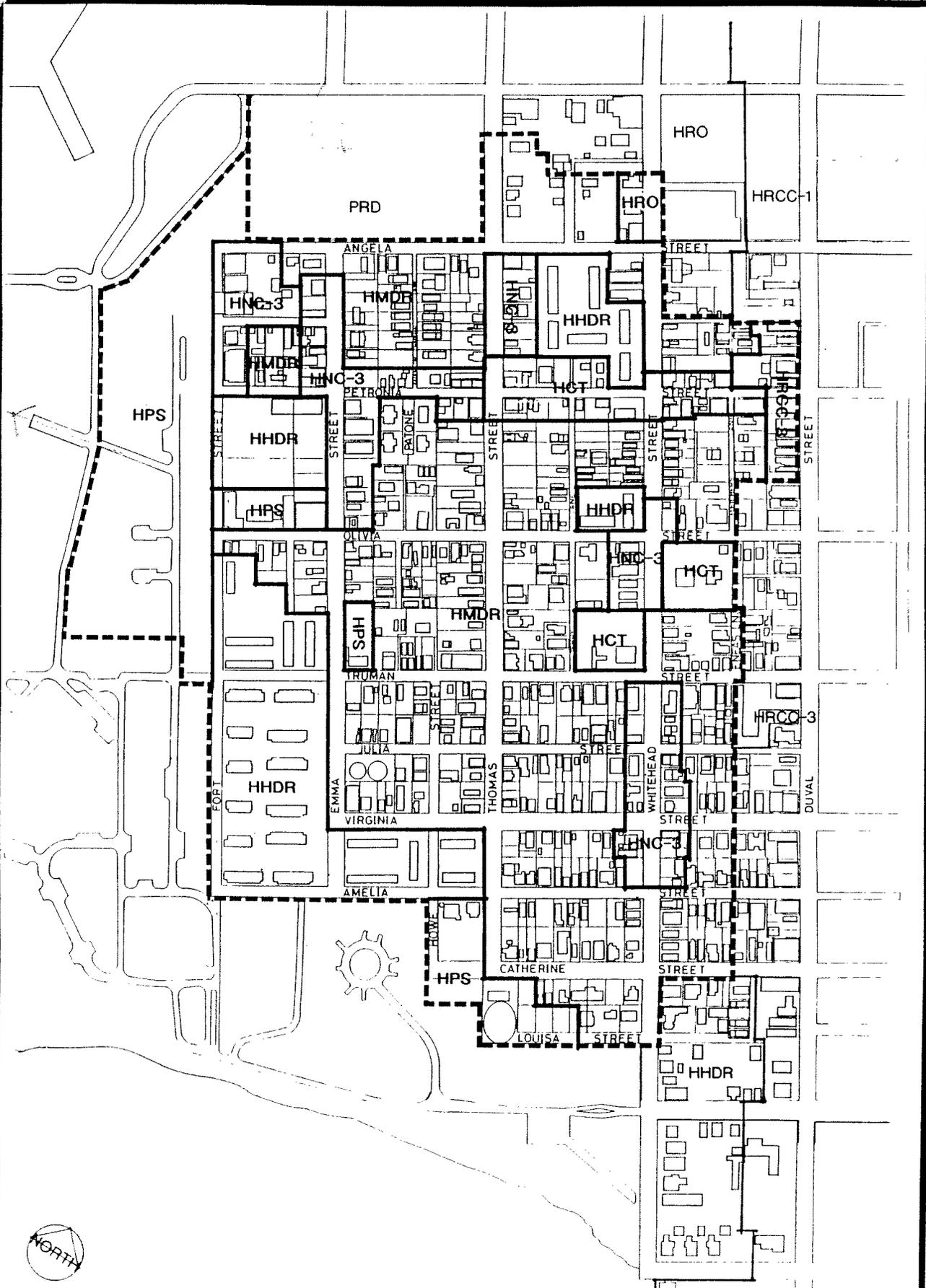
FIGURE II-11



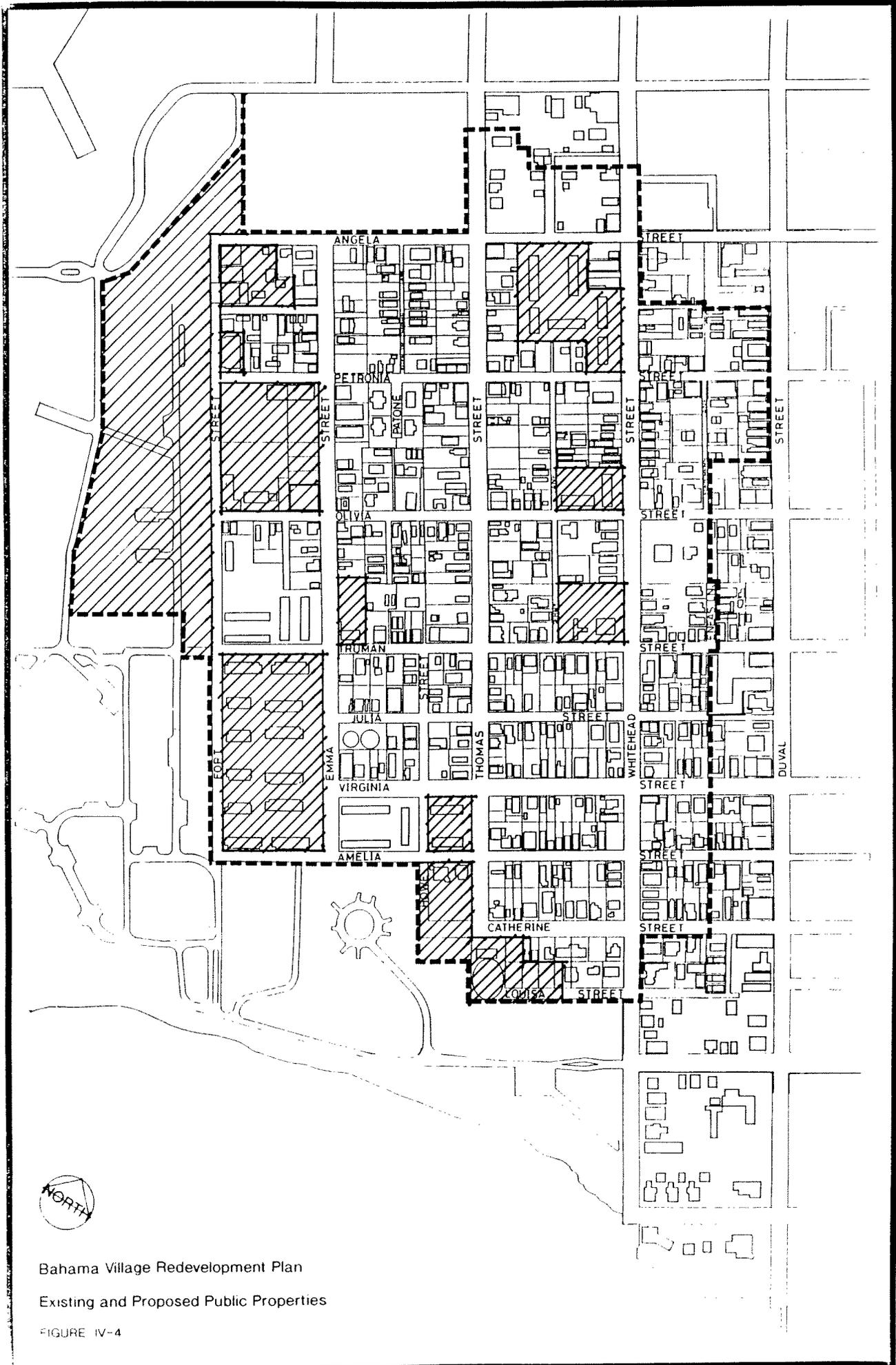
Bahama Village Redevelopment Plan  
 Proposed Street Layout

FIGURE IV-1



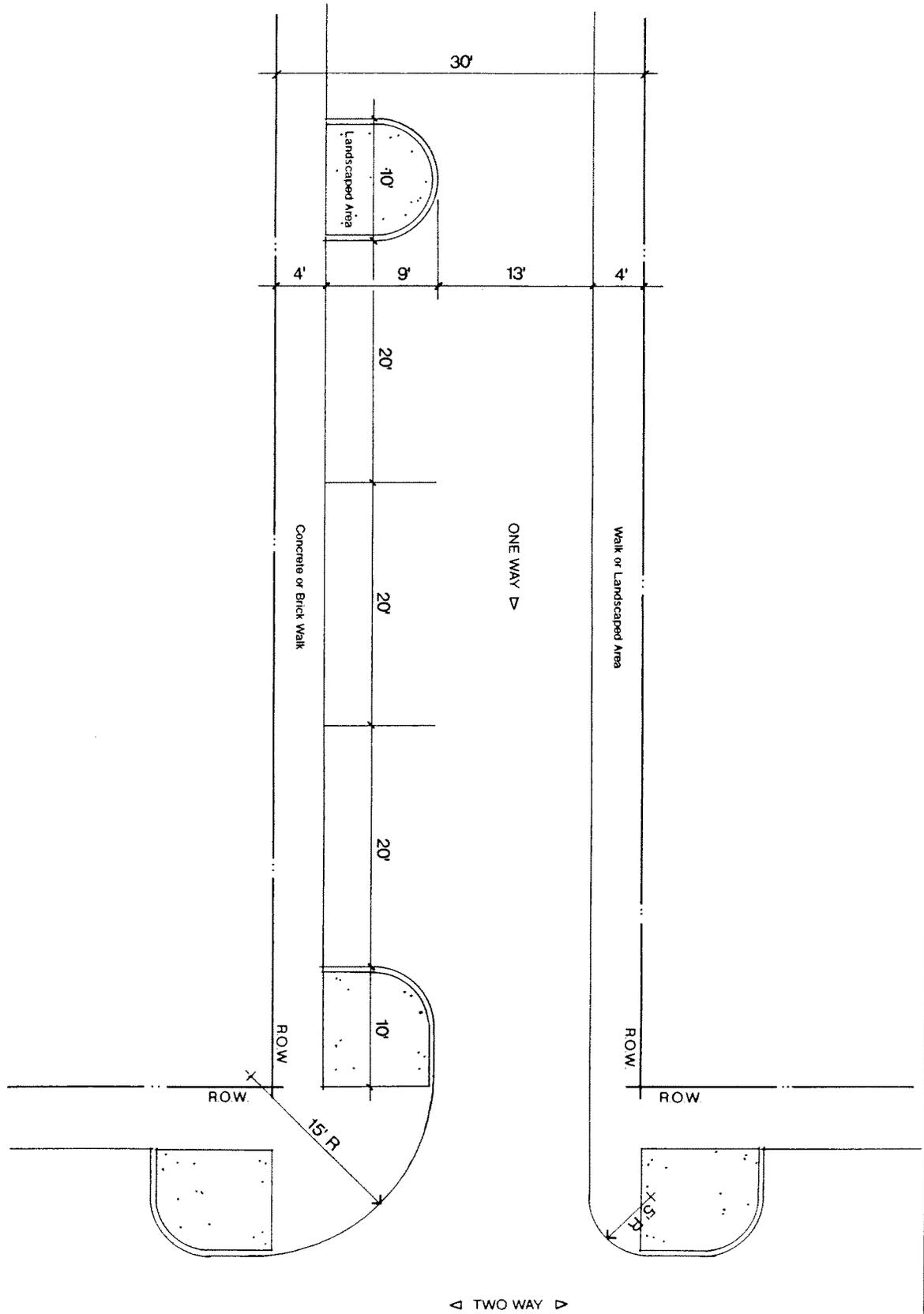


Bahama Village Redevelopment Plan  
 Proposed Future Land Use Map  
 FIGURE IV-3



Bahama Village Redevelopment Plan  
 Existing and Proposed Public Properties

FIGURE IV-4



◁ TWO WAY ▷

Bahama Village Redevelopment Plan

Conceptual One Way Street

FIGURE IV-5

# FINDING OF NECESSITY

## Downtown Key West

The data on which this finding is based was compiled in July, 1991

City of Key West

Casella & Associates  
Clearwater, Florida

Wallace Roberts & Todd  
Coral Gables, Florida

Dennis A. Beebe  
Key West, Florida

December 1991

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Unsanitary Conditions	7
Obsolete Land Uses	8
Diversity of Ownership	10
Age of Structures	11
Blocks Meeting Blight Criteria	13
Conclusion	14
Appendix 1	Initial Study Area
Appendix 2	Key Map
Appendix 3	Conditions Survey/Summary by Block

## FINDING OF NECESSITY

### EXECUTIVE SUMMARY

Establishment of a redevelopment district in Key West, and exercise of redevelopment powers would require an official finding of the necessity for redevelopment. A finding of necessity for redevelopment in Key West Bight and Bahama Village would be based on conditions that relate to standard redevelopment practice, such as building condition, site conditions, usage, ownership, and age.

After examination of the study area, application of appropriate criteria, and fine-tuning of boundaries, both Key West Bight and Bahama Village were found to possess a combination of conditions that indicate a need for redevelopment.

Among these conditions were:

- *Building Condition.* A substantial number of deteriorating structures were found to exist, and are dispersed over a substantial part of the study area.
- *Site deterioration and deficiencies.* Site deterioration and deficiencies were found in the form of broken pavements and sidewalks, lack of paving and sidewalks, deteriorated fixtures such as fences, and abandoned foundations.
- *Unsanitary Conditions.* Unsanitary conditions included accumulations of trash, debris, discarded appliances and machinery, and junk cars and trucks found in yards and open lots.
- *Obsolete land uses.* Obsolete land uses included public utilities which have outlived their usefulness, and industrial facilities in locations that are no longer appropriate for that use according to the comprehensive plan.
- *Diversity of Ownership.* Excessive diversity of ownership was found in blocks that had five or more different owners. Such diversity makes it difficult to assemble land for redevelopment.
- *Age of Structures.* Excessive age of structures was identified in blocks where the average age of buildings was 40 years or more.

## FINDING OF NECESSITY

Based on the facts presented in this report, the city's governing body may make an official finding that a redevelopment area is necessary, and declare that a redevelopment area exists. Following that declaration, the city may create a community redevelopment agency (CRA), prepare a redevelopment plan, and exercise redevelopment powers. After adoption of a redevelopment plan, the city may create a redevelopment trust fund to receive contributions representing the growth in city and county tax revenues within the redevelopment area. The tax roll in use at the time when the redevelopment trust fund is created will become the tax "base year" for calculating the future tax investment.

## FINDING OF NECESSITY

### METHODOLOGY

The initial study area was defined by the City Planning department to include a 13 block area known as Key West Bight, and a 34 block area known as Bahama Village. The boundaries of the initial study area are illustrated in Appendix 1.<sup>1</sup> The study area was examined by the consultant during June and July of 1991.

The consultant examined buildings from the exterior, and when encountering a deteriorated building, completed a building condition work sheet for that building. Work sheets were set up so that buildings could be classified as having minor deterioration, major deterioration, or dilapidation. The format of the work sheets is illustrated in Appendix 2. While in the field, the consultant also examined the study area for other conditions, including: deterioration of site or other improvements, unsanitary or unsafe conditions, and obsolescence.

The data was then reviewed for concentrations of building deterioration. In this review, the consultant calculated the overall rate of building deterioration, and mapped the distribution of blocks showing building deterioration.

The consultant then examined property ownership maps to evaluate diversity of ownership, and examined the city's comprehensive plan for any other indications of a need for redevelopment. A print-out was obtained from the city's computer database, which provided information on age of structures in Key West Bight.<sup>2</sup>

Raw data was entered into a computer spreadsheet and aggregated into block data. Block data included the number of buildings, number and percent of deteriorated buildings, number of ownership parcels, number of obsolete uses, average age of buildings, and whether site deterioration or site deficiencies, and unsanitary conditions were also present.

Each block was then evaluated for whether it did or did not meet the following criteria:

1. Building deterioration of 20% or more.
2. Presence of site deterioration or deficiency.
3. Presence of unsanitary conditions.

---

<sup>1</sup> The final boundaries of the proposed redevelopment area are smaller than the initial study area.

<sup>2</sup> Age of structures data was not necessary for Bahama Village due to the higher deterioration rate that was found during field observations.

## FINDING OF NECESSITY

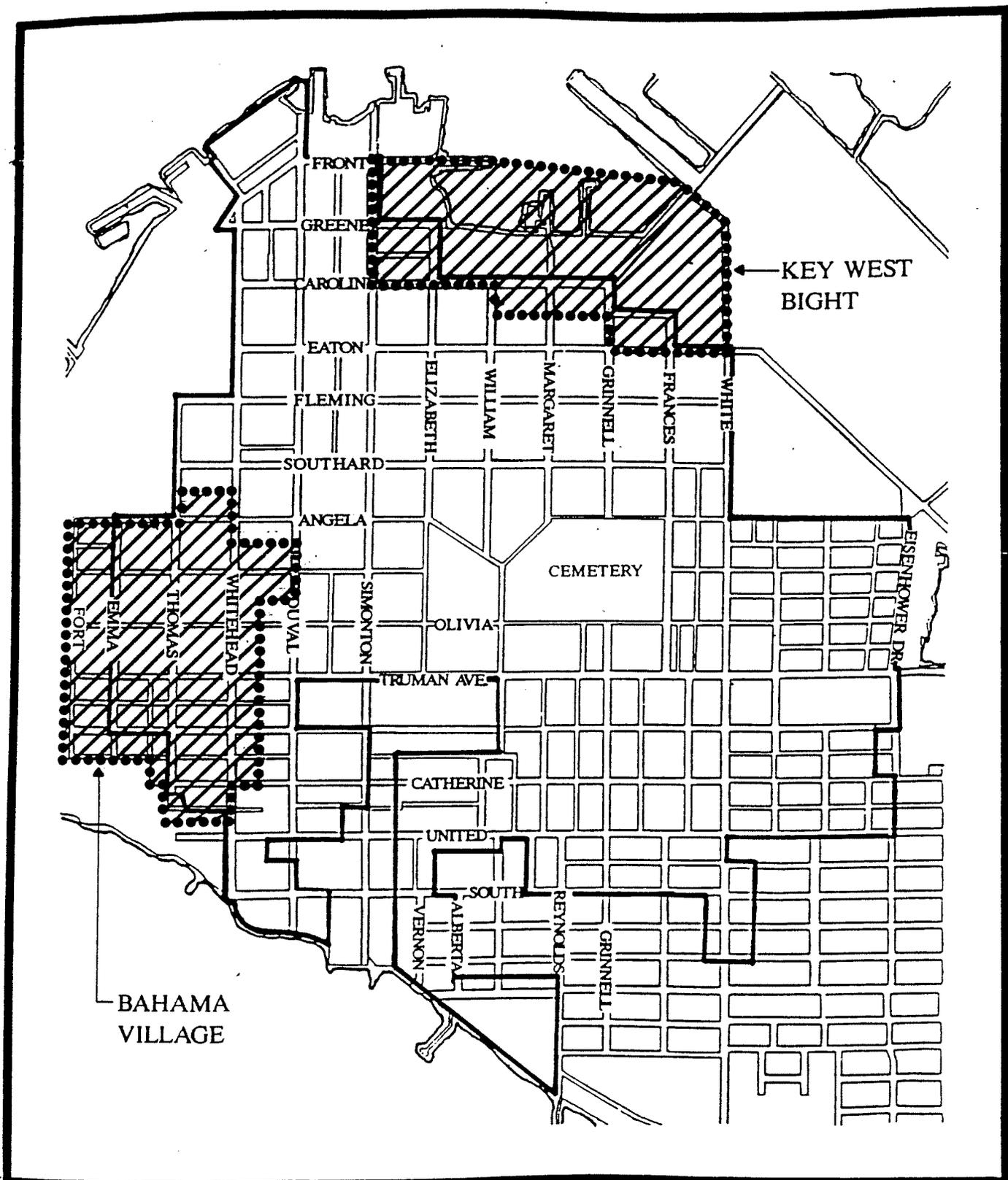
4. Presence of an obsolete land use.
5. Five or more ownership parcels.
6. Average age of structures of 40 years or more. (Key West Bight).

A series of maps was then prepared, each showing the distribution of one of the six criteria. These maps could be over-laid to show the degree of blight in the study area.

A test was administered in which the consultant, using the logical functions of the spreadsheet, examined the data for each block, and determined whether it met blight criteria of (a) building or site deterioration, or (b) at least three out of the other four criteria. A map of blocks meeting blight criteria was prepared.

Final boundaries were adjusted to achieve a reasonable overall boundary. Sites on the edge of the district that serve needs for affordable public housing and public open space were included, due to the rational relationship of affordable housing and open space to redevelopment. Marina facilities in Key West Bight were included in the district, if the block to which they were physically connected met blight criteria. Otherwise, blocks on the edge of the district that did not meet blight criteria were eliminated from the proposed district.

Final boundaries are shown in Figure 1 - Proposed Redevelopment Area.



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

**FIGURE 1**  
**PROPOSED REDEVELOPMENT AREA**

## FINDING OF NECESSITY

### BUILDING CONDITION

An exterior condition survey was conducted by the consultant during June and July 1991. Buildings were classified in four categories:

- (1) sound condition,
- (2) showing minor deterioration,
- (3) showing major deterioration,
- (4) dilapidated.

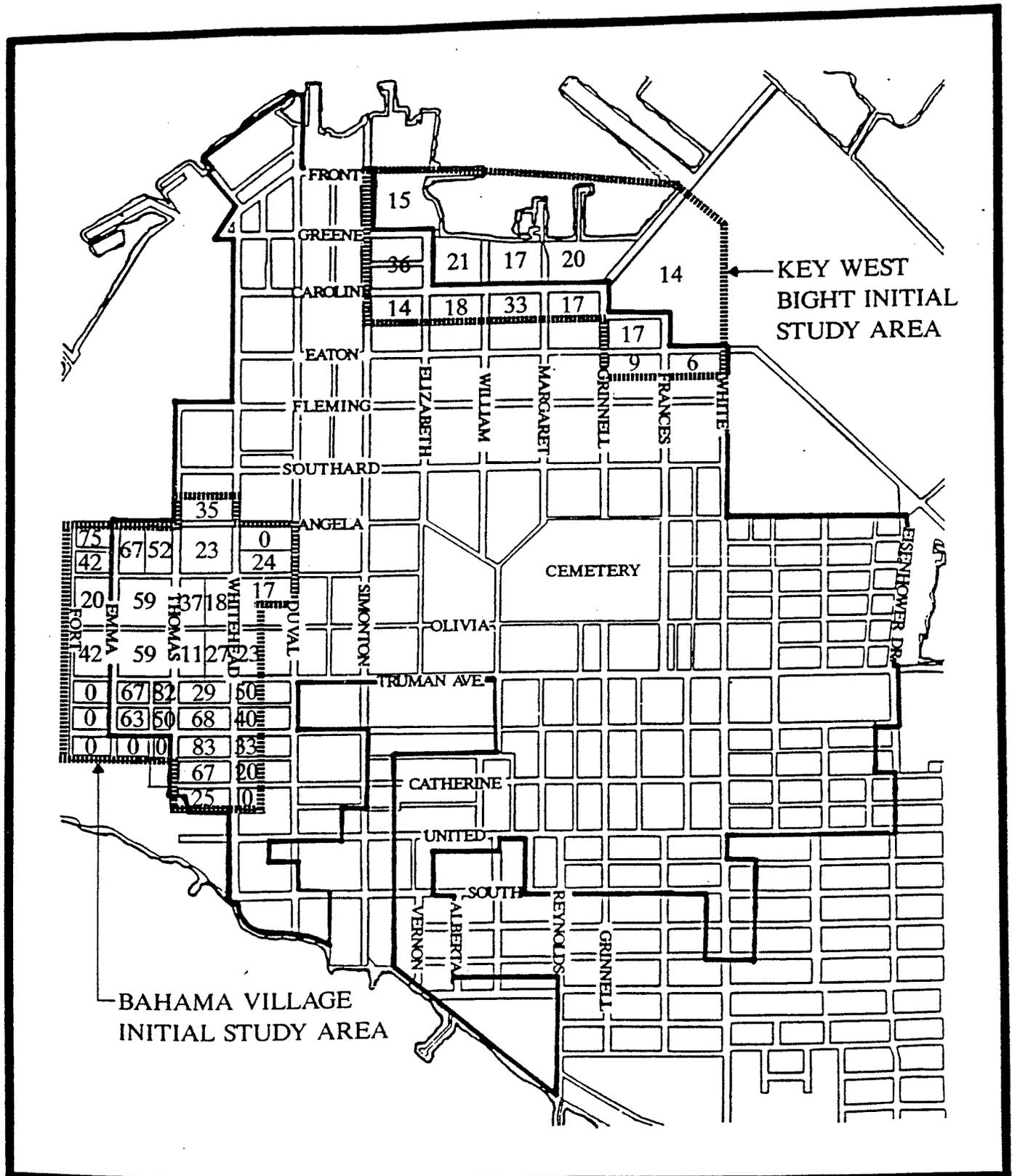
Deterioration rates were 22% in Key West Bight, and 44% in Bahama Village. The overall rate of building deterioration in Key West Bight and Bahama Village combined was 40%.

TABLE 1  
BUILDING CONDITION  
Key West Downtown Study Area - July 1991

	NO. OF BLDGS.	DETERIORATING			PERCENT DETERIO- RATING
		MINOR	MAJOR	DILAPIDA- TED	
KEY WEST BIGHT	113	14	9	2	22%
BAHAMA VIL- LAGE	536	141	67	26	44%
TOTAL	649	155	76	28	40%

Source: Casella & Associates

The dispersal of deteriorating buildings is shown in Figure 2: Building Deterioration by Percentage in Blocks.



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

*FIGURE 2*  
**BUILDING DETERIORATION BY PERCENTAGE IN BLOCKS**

## FINDING OF NECESSITY

### SITE CONDITIONS

Site deterioration and deficiencies were found in the form of broken pavements and sidewalks, lack of paving and sidewalks, deteriorated fixtures such as fences, and abandoned foundations.

In Key West Bight, site deterioration and deficiencies were found in seven blocks which covered a major portion of the area. In Bahama Village, site deterioration and deficiencies were found in three blocks.

The dispersal of these conditions is shown in Figure 3: Site Deterioration or Deficiency by Block.

### UNSANITARY CONDITIONS

Unsanitary conditions included accumulations of trash, debris, discarded appliances and machinery, and junk cars and trucks found in yards and open lots.

In Key West Bight, unsanitary conditions were found in four blocks. In Bahama Village, unsanitary conditions were found in eight blocks.

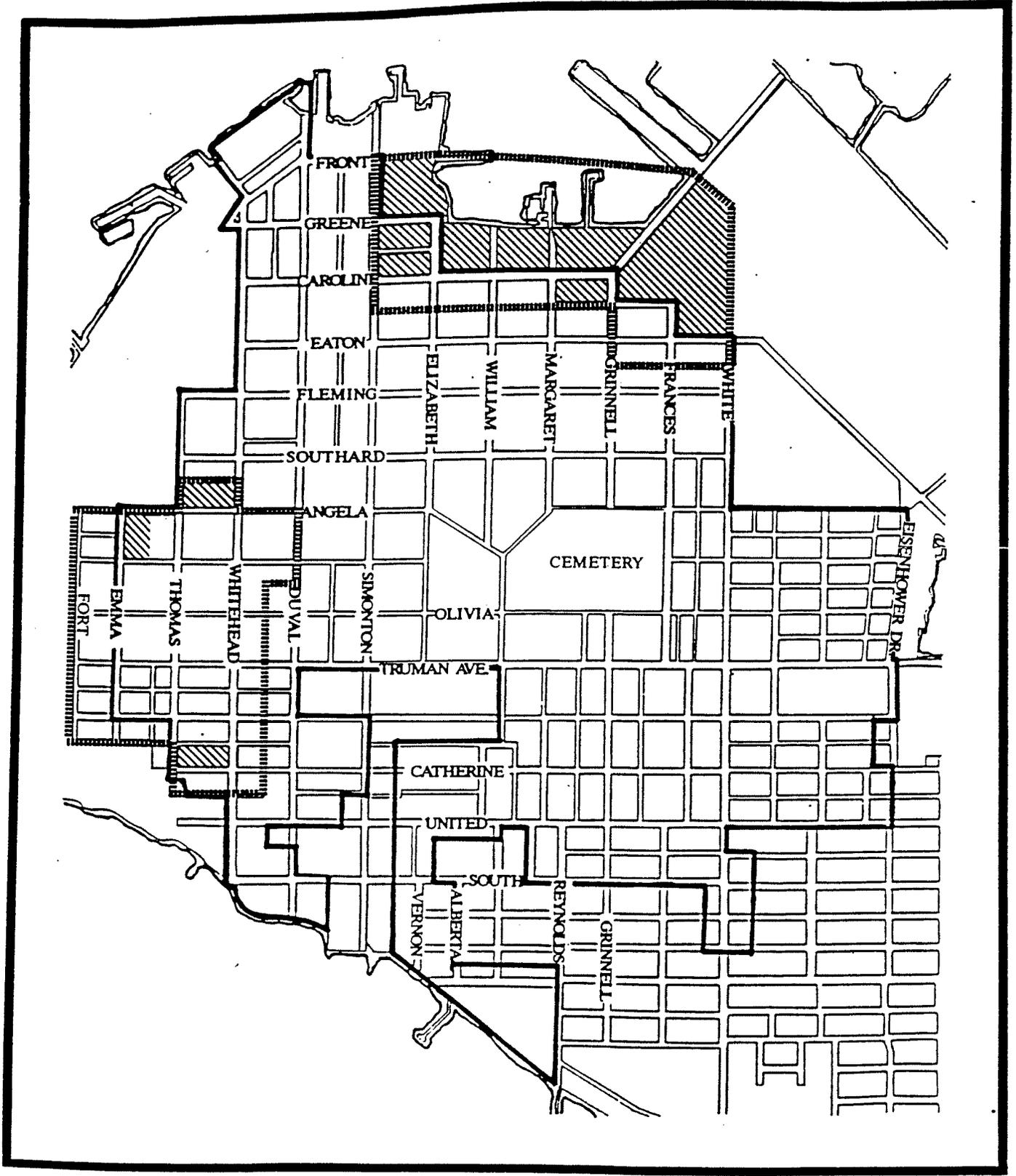
The dispersal of these conditions is shown in Figure 4: Unsanitary Conditions by Block.

### OBSOLETE LAND USES

Obsolete land uses were identified in buildings that have outlived their usefulness, and in buildings whose use is no longer appropriate according to the comprehensive plan. The city electric facilities in Key West Bight are an example of buildings that have outlived their usefulness. Industrial and storage facilities in locations that designated in the comprehensive plan as "Historic Residential Commercial Core" are an example where the use is no longer appropriate to the comprehensive plan.

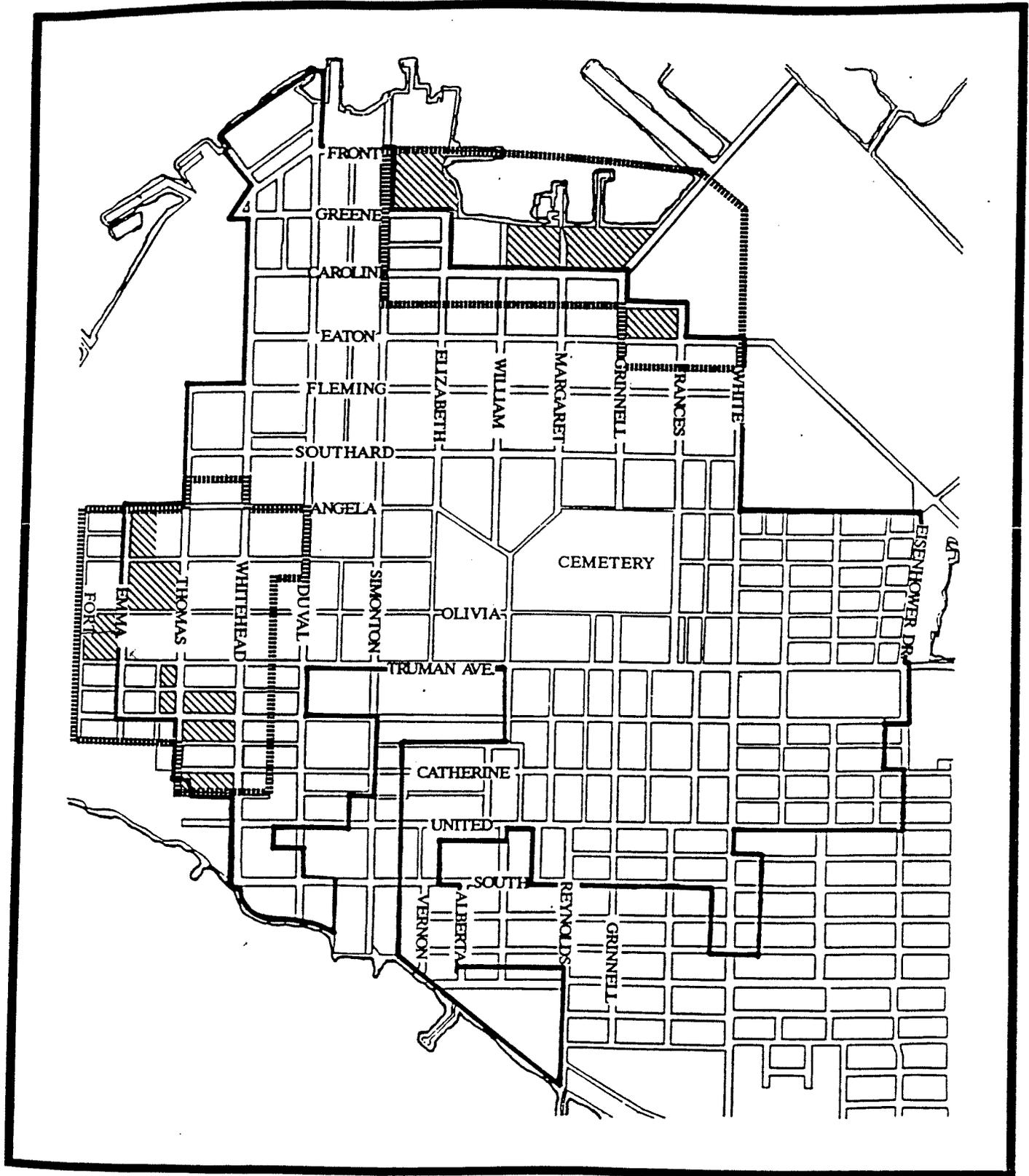
Using a standard of at least one obsolete land use, three blocks in Key West Bight and one block in Bahama Village were classified as exhibiting an obsolete land use.

The dispersal of obsolescence is shown in Figure 5: Obsolete Land Uses by Block.



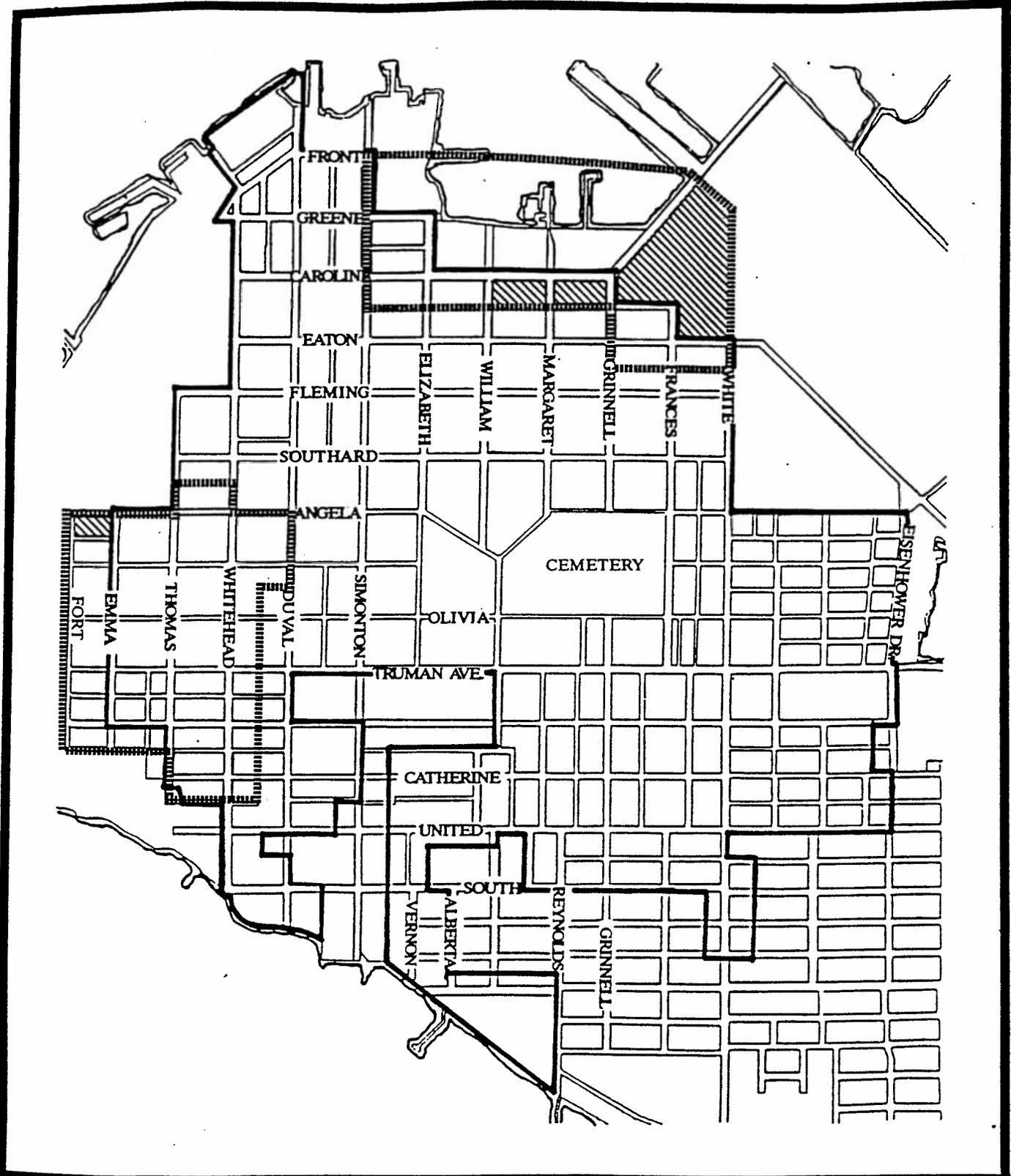
**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

*FIGURE 3*  
**SITE DETERIORATION OR DEFICIENCY BY BLOCK**



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

**FIGURE 4**  
**UNSANITARY CONDITIONS BY BLOCK**



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

*FIGURE 5*  
**OBSOLETE LAND USES BY BLOCK**

## FINDING OF NECESSITY

### DIVERSITY OF OWNERSHIP

Excessive diversity of ownership is recognized as a condition which inhibits the assembly of land for development, and makes the use of redevelopment powers necessary in order to facilitate reinvestment. The Florida Redevelopment Act refers to "diversity of ownership ... which prevent(s) the free alienability of land within the deteriorated or hazardous area."

The standard used in this study was that any block having five or more ownership parcels was considered to display excessive diversity of ownership. Using that standard, eight blocks in Key West Bight had excessive diversity, and thirty blocks in Bahama Village had excessive diversity.

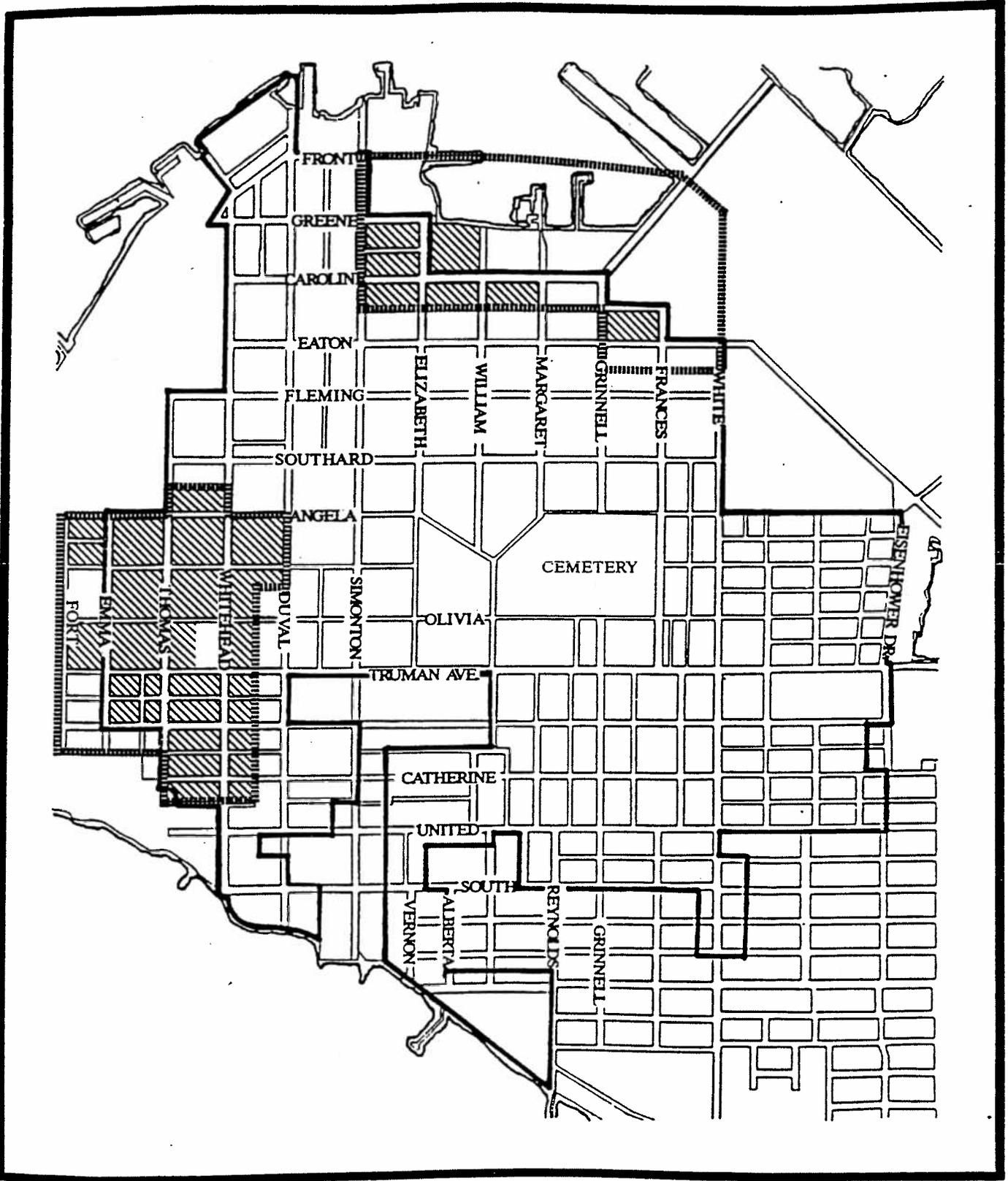
The dispersal of ownership diversity is shown in Figure 6: Excessive Diversity of Ownership by Block.

### AGE OF STRUCTURES

Blocks where the average age of buildings was 40 years or more, were identified as having aged structures.

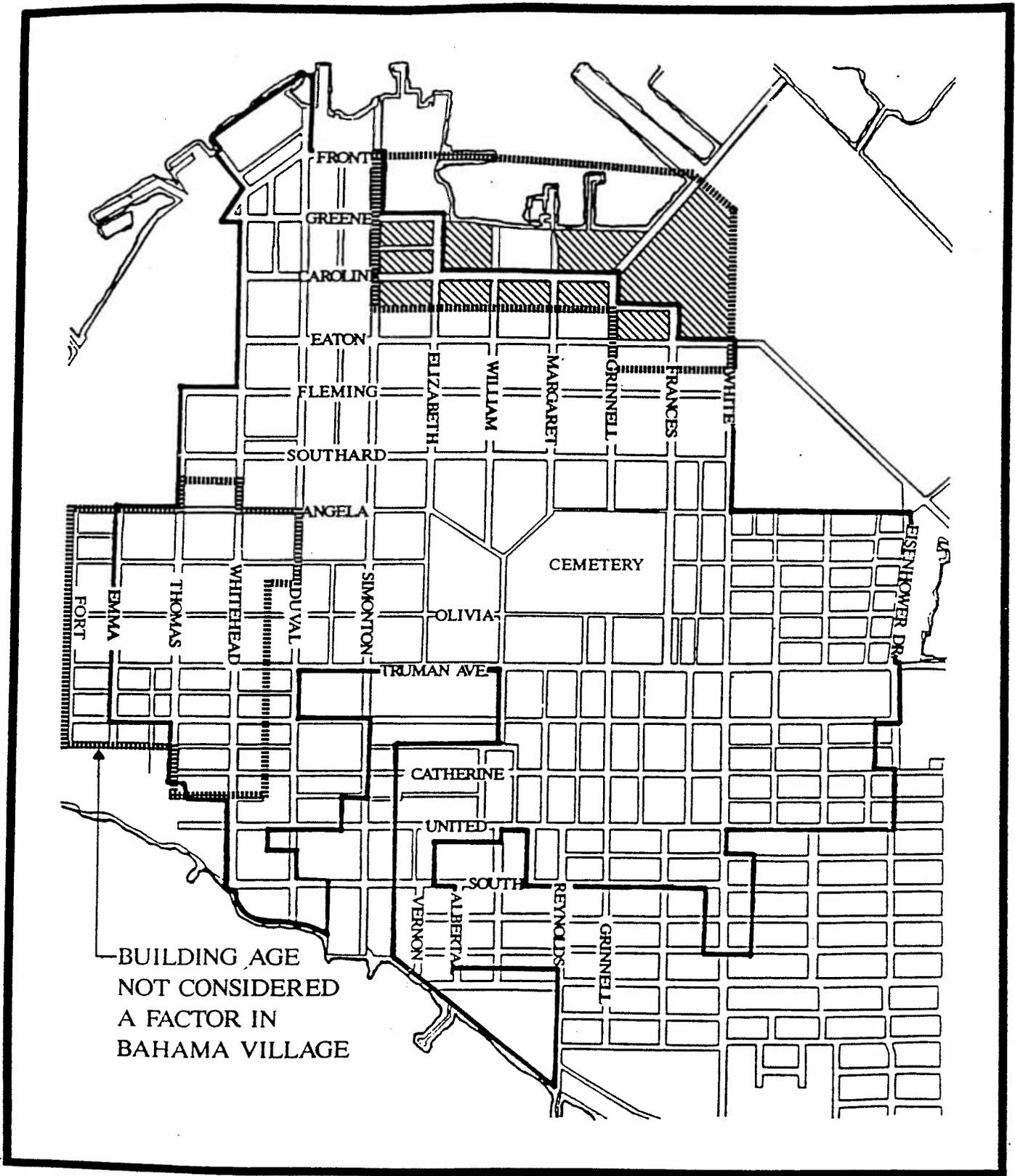
In Key West Bight, nine blocks met the criteria of average building age of 40 years or more. Those blocks are shown in Figure 7: Average Age of Structures by Block.

(Only Key West Bight is shown as building age was not needed for Bahama Village).



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

**FIGURE 6**  
**EXCESSIVE DIVERSITY OF OWNERSHIP BY BLOCK**



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

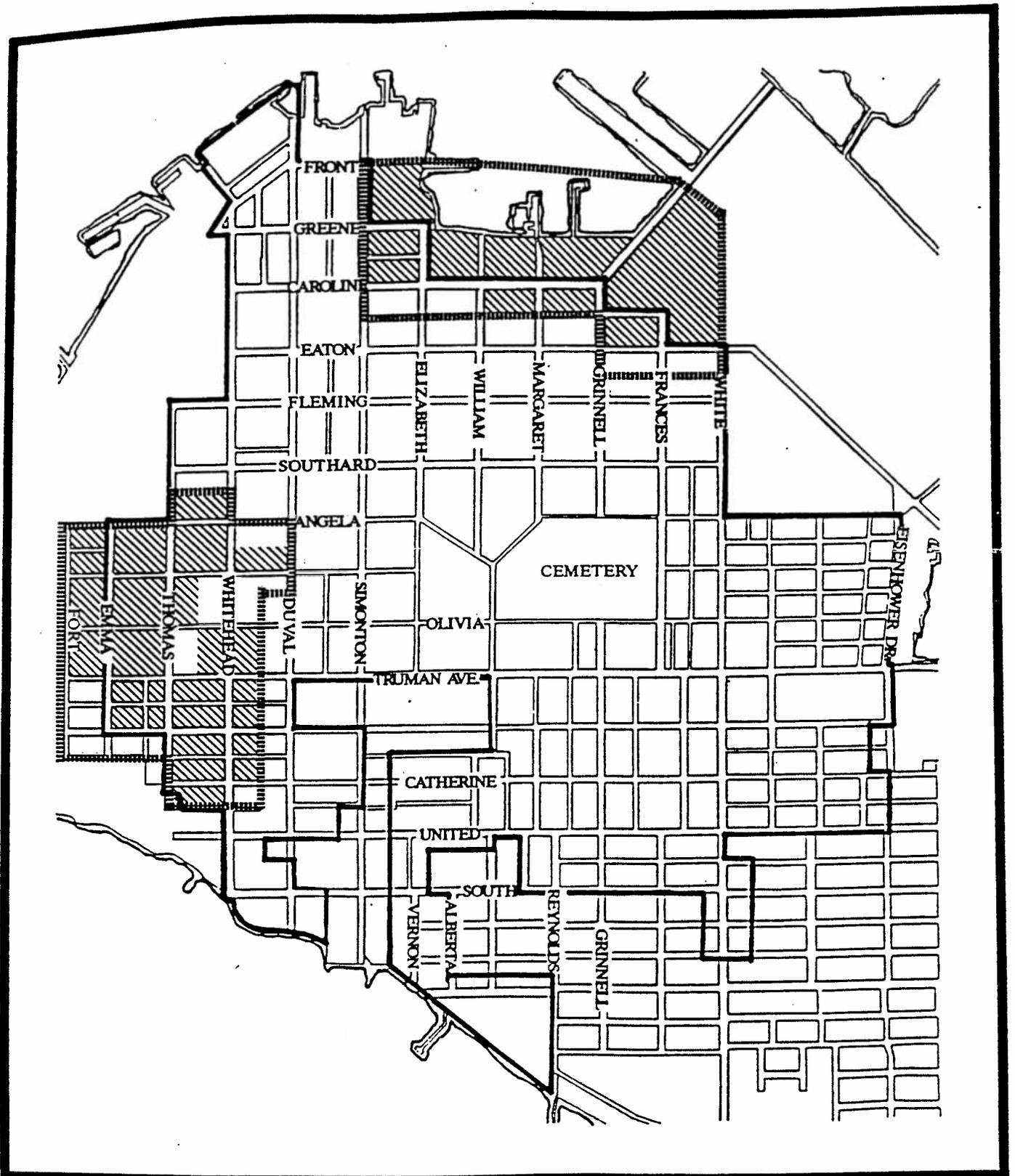
*FIGURE 7*  
**AVERAGE AGE OF STRUCTURES BY BLOCK**

## FINDING OF NECESSITY

### CONCLUSION

The necessity for redevelopment in downtown Key West is related to building deterioration, site deterioration, unsanitary conditions, obsolete land uses, excessive diversity of ownership, and age of structures. Both portions of the downtown area, Key West Bight and Bahama Village, were subjected to a test in which each block was classified as meeting or not meeting blight criteria. To meet blight criteria, a block had to have either (a) building deterioration or site deterioration, or (b) at least three of the following four: unsanitary conditions, obsolete land uses, excessive diversity of ownership, and excessive age of structures. Figure 8: *Blocks Meeting Blight Criteria*, shows which blocks met the criteria.

- In Bahama Village it was necessary to "fine-tune" the boundary as follows:
- (1) Two blocks in Bahama Village (block 51 and block 52 on the key map) were excluded from the proposed redevelopment area because they showed no deterioration, and are located on the outer edges of the district (near Duval Street). As a result of eliminating these two blocks, the deterioration rate in Bahama Village rose from 43% to 44%.
  - (2) Three blocks in Bahama Village located between Petronia Street and Truman Avenue were *included* in the proposed redevelopment area because they had varying rates of deterioration (17%, 18%, and 11%), and are either surrounded by blocks meeting blight criteria, or are located at the Petronia Street entrance to the district, and face blocks meeting blight criteria on at least two sides.
  - (3) Several public housing sites in Bahama Village and the site of Nelson English Park were *included* within the boundary of the proposed redevelopment area because they are serving a need for housing affordable to low-income persons or a need for open space in the redevelopment area. Expenditure of redevelopment funds for affordable housing and open space would generally be reasonable.



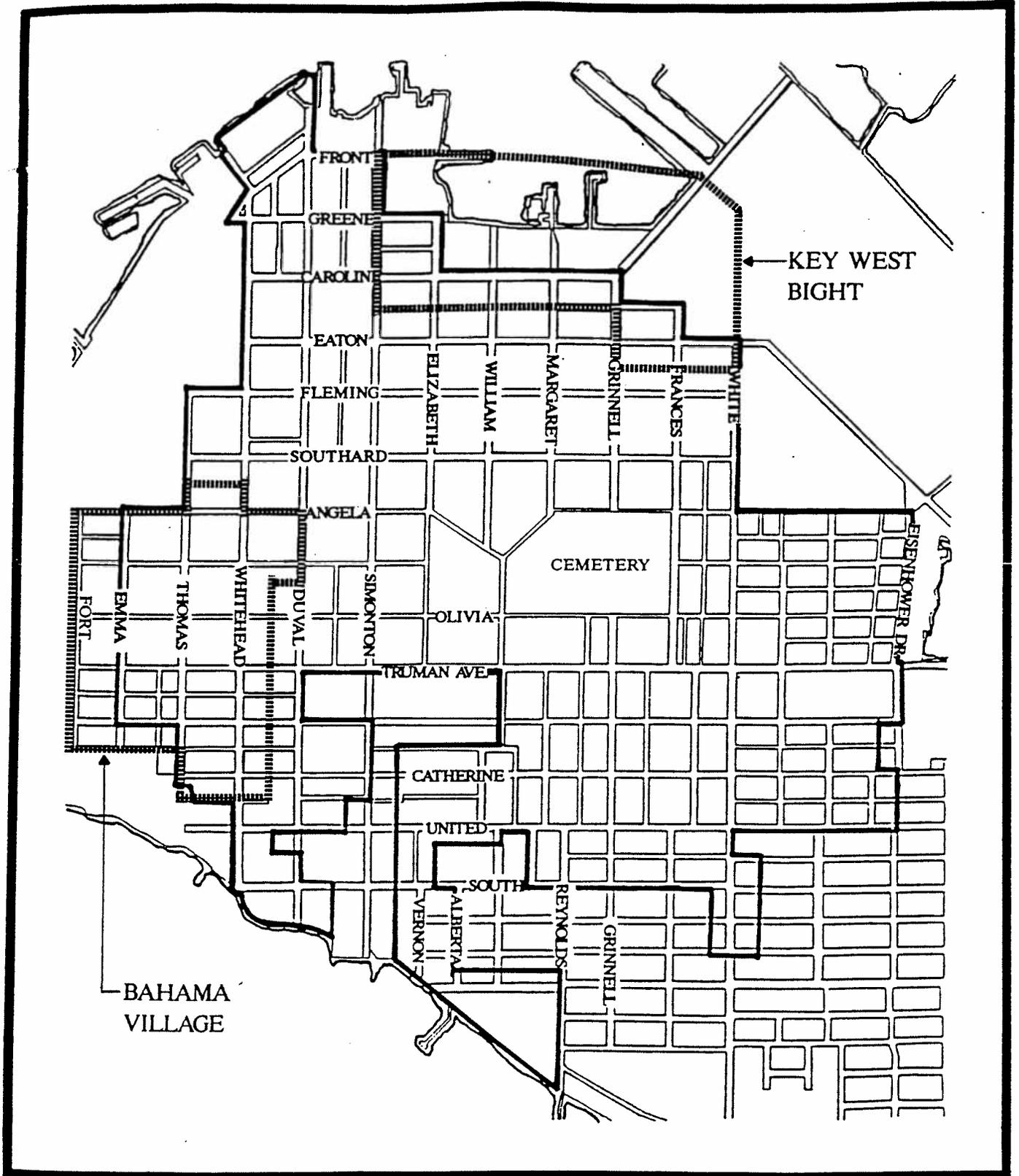
**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

*FIGURE 8*  
**BLOCKS MEETING BLIGHT CRITERIA**

## FINDING OF NECESSITY

In Key West Bight it was necessary to draw a line across the bay bottom connecting Front Street across the harbor to White Street. The configuration of the line across the harbor is subject to further adjustment in the legal description to be rationally related to riparian rights.

The boundary of the redevelopment area is shown in Figure 1: *Proposed Redevelopment Area*.

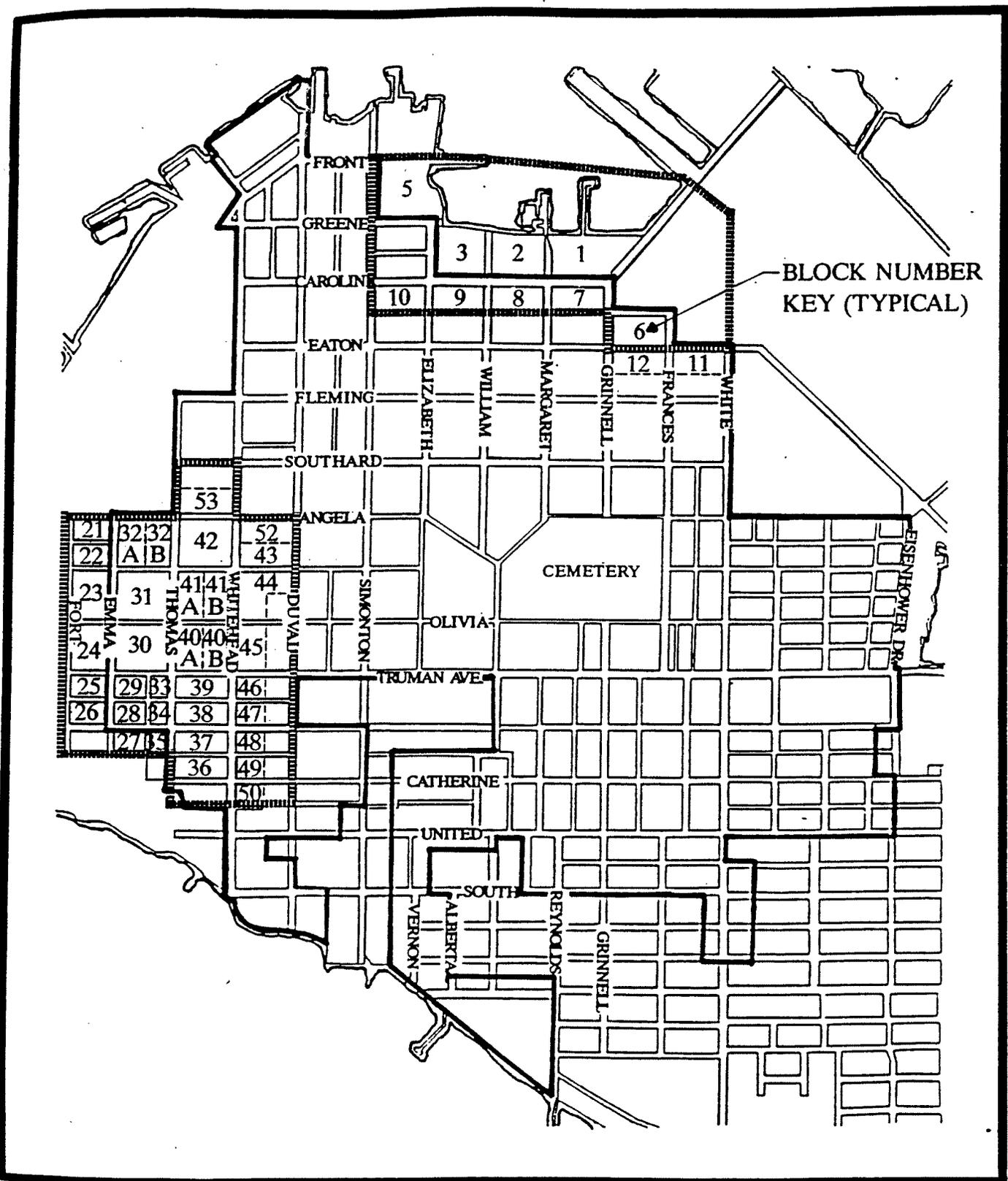


# FINDING OF NECESSITY: DOWNTOWN KEY WEST

*INVENTORY AND ANALYSIS*

*APPENDIX I*

**INITIAL STUDY AREA**



**FINDING OF NECESSITY: DOWNTOWN KEY WEST**  
*INVENTORY AND ANALYSIS*

APPENDIX 2  
 KEY MAP

**Appendix 3**

**Conditions Survey/Summary by Block**

LEFT WEST

CONDITIONS SURVEY

JULY 1991

Block

Other conditions

BIGHT

- CE Obsolescence: Electric plant closing. Site was M-1, but will be HRCC-2.  
Site deterioration: broken street pavement on Grinnell St.
- 1 Unsanitary: Trash and debris.  
Site deterioration: broken sidewalk on Caroline St., broken pavement on Grinnell St., Margaret St. No sidewalk: Grinnell St., Margaret St.
- 2 Unsanitary: Debris on rear lot. Site deterioration: missing or broken pavement on parking lots.  
No sidewalks: Margaret Street, William Street.
- 3 Site deterioration: broken sidewalk on Caroline St.  
No sidewalk: interior alley. Site deterioration: broken driveway on interior alley.  
Site deterioration: broken sidewalk on Elizabeth Street.
- 4
- 5 Unsanitary: Debris around ice house and trailers.  
Faulty lot layout: Trailers next to ice house.  
Site deterioration: around deteriorating trailers.
- 6 Unsanitary: Trash and debris.
- 7 Obsolescence: Industrial land use as zoning changes from M-1 to HRCC-2.  
Site deterioration: broken sidewalks on Caroline St., James St., Grinnell St. Broken street pavement: Grinnell St.
- 8 Obsolescence: Building used for storage at 824 Caroline, zoned HP-3.
- 9
- 10
- 11
- 12

SUBTOTAL

EX 11,12

KEY WEST CONDITIONS SURVEY JULY 1991

Block	No. of Bldgs		Bldg Deterioration		Percent Deteriorated	No. of Owner Parcels		No. Obsolete Uses	Percent Obsolete	Avg bldg Age in years
	Minor	Major	Dilapidated	Major Dilapidated			% Obs			
CE	14	1	1	1	14%	3	1	7%		50
1	5	1	1		20%	2		0%		50
2	6		1		17%	1		0%		21
3	14		3		21%	8		0%		46
4	22	7	1		36%	22		0%		59
5	13	2			15%	4		0%		20
6	24	1	3		17%	23		0%		60
7	6	1			17%	4	1	17%		42
8	9	2	1		33%	18	1	11%		49
9	11		2		18%	25		0%		59
10	7	1			14%	9		0%		50
11	16	1			6%	15		0%		
12	11		1		9%	9		0%		
SUBTOTAL	158	16	12	2	19%	143	3	2%		
EX 9-12	113	14	9	2	22%	85	3	3%		44

KEY WEST CONDITIONS SUMMARY JULY 1991

Block	BUILDING DETERIORATION (over 20%)	SITE DETERIORATION /DEFICIENCY	UNSANITARY CONDITIONS	AVERAGE AGE OF STRUCTURES (40 years +)	OBSOLETE LAND USE	DIVERSITY OF OWNERSHIP	NUMBER OF CONDITIONS IN BLOCK	DETERIORATION OR AT LEAST THREE OTHERS
CE	0	1		1	1	0	3	YES
1	1	1	1	1	0	0	4	YES
2	0	1	1	0	0	0	2	YES
3	1	1		1	0	1	4	YES
4	1	1		1	0	1	4	YES
5	0	1	1	0	0	0	2	YES
6	0		1	1	0	1	3	YES
7	0	1		1	1	0	3	YES
8	1			1	1	1	4	YES
9	0			1	0	1	2	NO
10	0			1	0	1	2	NO
11	0				0	1	1	NO
12	0				0	1	1	NO
SUBTOTAL	4	7	4	9	3	8		
EX 9-12	4	7	4	7	3	4		

KEY WEST CONDITIONS SURVEY JULY 1991

Block	No. of Bldgs	Minor Bldg Deterioration	Major Dilapidated	Percent Deteriorated	No. of Owner Parcels	No. Obsolete Uses	% Obs	Avg bldg Age in years
::								
BAHAMA VILLAGE								
21	8		4	75%	6	4	50%	
22	19	4	3	42%	7		0%	
23	5		1	20%	2		0%	
24	19	4	3	42%	12		0%	
25	6	0		0%	1		0%	
26	6	0		0%	1		0%	
27	3	0		0%	1		0%	
28	8	4	1	63%	6		0%	
29	12	5	1	67%	11		0%	
30	46	13	12	59%	32		0%	
31	41	14	5	59%	29		0%	
32A	18	8	2	67%	17		0%	
32B	23	11	1	52%	19		0%	
33	11	3	2	82%	8		0%	
34	6	3		50%	6		0%	
35	2	0		0%	1		0%	
36	24	6	7	67%	19		0%	
37	23	11	5	83%	20		0%	
38	22	8	6	68%	22		0%	
39	24	5	2	29%	22		0%	
40A	19	1	1	11%	16		0%	
40B	11	3		27%	3		0%	
41A	19	6	1	37%	18		0%	
41B	17	3		18%	15		0%	
42	22	3	2	23%	13		0%	
43	17	4		24%	14		0%	
44	23	4		17%	25		0%	

KEY WEST KEY WEST

CONDITIONS SURVEY

JULY 1991

Block

Other conditions

::

BAHAMA VII

21 Obsolete sub-station bldgs. at end of block.

22

23 New govt housing.

24 Unsanitary - junk cars and debris.

25 Govt housing.

26 Govt housing.

27 Govt housing.

28

29

30

31 Unsanitary conditions.

32A Unsanitary conditions - debris. Site deterioration - old foundation.

32B

33 Unsanitary conditions.

34 Unsanitary conditions - Trash, debris, overgrown empty lots at 227 Virginia St.

35 Govt housing.

36 Broken down fencing on empty lot (Amelia St.).

37 Unsanitary conditions - Debris in empty lots and yards,

washers, dryers, and abandoned trucks.

38 Unsanitary conditions - Lots of bottles and debris around old historic church.

39

40A

40B Includes the Lighthouse.

41A

41B Includes two public housing buildings.

42 Includes six public housing buildings.

43

44

KEY WEST CONDITIONS SUMMARY JULY 1991

Block	BUILDING DETERIORATION (over 20%)	SITE DETERIORATION /DEFICIENCY	UNSANITARY CONDITIONS	AVERAGE AGE OF STRUCTURES (40 years +)	OBSOLETE LAND USE	DIVERSITY OF OWNERSHIP	NUMBER OF CONDITIONS IN BLOCK	DETERIORATION OR AT LEAST THREE OTHERS
21	1					1	3	YES
22	1					1	2	YES
23	1						1	YES
24	1		1				3	YES
25	0						0	NO
26	0						0	NO
27	0						0	NO
28	1					1	2	YES
29	1					1	2	YES
30	1					1	2	YES
31	1					1	3	YES
32A	1	1				1	4	YES
32B	1					1	2	YES
33	1					1	3	YES
34	1					1	3	YES
35	0					1	0	NO
36	1					1	3	YES
37	1					1	3	YES
38	1					1	3	YES
39	1					1	2	YES
40A	0					1	1	NO
40B	1					1	1	YES
41A	1					1	2	YES
41B	0					1	1	NO
42	1					1	2	YES
43	1					1	2	YES
44	0					1	1	NO

::  
BAHAMA VIL

KEY WEST KEY WEST

CONDITIONS SURVEY

JULY 1991

Block

Other conditions

45 Includes Hemingway House.

46

47

48

49

50 Unsanitary conditions.

51

52

53 Very deteriorated pavement on Mickens Lane.

SUBTOTAL

SUBTOTAL

EX 51, 52

KEY WEST CONDITIONS SURVEY JULY 1991

Block	Bldg Deterioration		Percent Deteriorated	No. of		No. Obsolete Uses	Avg bldg Age in years
	Minor	Major		Owner	Parcels		
45	13	3	23%	11		0%	
46	10	5	50%	13		0%	
47	10	2	40%	17		0%	
48	9	3	33%	14		0%	
49	15	1	20%	20		0%	
50	8	2	25%	8		0%	
51	8	0	0%	9		0%	
52	5	0	0%	7		0%	
53	17	1	35%	12		0%	
SUBTOTAL	549	141	43%	457	4	1%	
SUBTOTAL	EX 51, 52	536	44%	441	4	1%	

KEY WEST		CONDITIONS SUMMARY							JULY 1991	
Block	BUILDING DETERIORATION (over 20%)	SITE DETERIORATION /DEFICIENCY	UNSANITARY CONDITIONS	AVERAGE AGE OF STRUCTURES (40 years +)	OBSOLETE LAND USE	DIVERSITY OF OWNERSHIP	NUMBER OF CONDITIONS IN BLOCK	DETERIORATION OR AT LEAST THREE OTHERS		
45	1					1	2	YES		
46	1					1	2	YES		
47	1					1	2	YES		
48	1					1	2	YES		
49	1					1	2	YES		
50	1					1	3	YES		
51	0			1		1	1	NO		
52	0					1	1	NO		
53	1	1				1	3	YES		
SUBTOTAL										
SUBTOTAL		27	3	8	0	1	28			
EX 51, 52										

APPENDIX C  
 BAHAMA VILLAGE REDEVELOPMENT PLAN  
 CENSUS TRENDS<sup>1</sup>

Population

Year	Bahama Village	Key West	Total K.W. Pop. in Bahama Village
1,980	2,333	24,382	9.5 %
1,990	1,945	24,832	7.8 %

Population change 1980 to 1990

Key West	+ 1.8 %
Bahama Village	- 16.6 %

Race	1980	% Total Population	1990	% Total Population	% Change
<b>KEY WEST<sup>1</sup></b>					
White	20,697	85	21,368	86	+ 3.0
Black	2,790	11.4	2,579	10.3	- 7.5
Hispanic <sup>2</sup>	4,886	20	4,097	16.4	- 16.1
Other	895	3.6	885	3.5	- 1.1
<b>BAHAMA VILLAGE</b>					
White	551	23.6	671	34.5	+ 21.7
Black	1,655	70.9	1,252	64.4	- 24.3
Hispanic	338	14.4	153	7.8	- 54.7
Other	18	0.7	20	1	+ 11.1

<sup>1</sup> For all of Key West including Bahama Village

<sup>2</sup> Hispanic any race

---

<sup>1</sup> U.S. Census

Family Households

Household Type	1,980	1,990	% Change
<b>KEY WEST<sup>1</sup></b>			
Married couple	4,863	4,519	- 7.0
Male head of household (no wife)	294	349	+ 18.7
Female head of household (no husband)	940	837	- 10.9
Total	6,097	5,705	- 6.4
<b>BAHAMA VILLAGE</b>			
Married couple	351 (7.2 % of K.W.)	199 (4.4 % of K.W.)	- 4.3
Male head of household (no wife)	8 (2.7 % of K.W.)	49 (14.0 % of K.W.)	+ 512 <sup>2</sup>
Female head of household (no husband)	180 (19.1 % of K.W.)	156 (18.6 % of K.W.)	- 13.3
Total	539 (8.8 % of K.W.)	404 (7.0 % of K.W.)	- 25.0
<b>NON-FAMILY HOUSEHOLDS</b>			
Key West	3,736	4,719	+ 26.3
Bahama Village	401 (10.7 % of K.W.)	419 (8.8 % of K.W.)	+ 4.5

<sup>1</sup> For all of Key West including Bahama Village

<sup>2</sup> Large percentage due to small absolute numbers