Second Revised Evaluation and Appraisal Report of the Key West Comprehensive Plan

March 1, 2005

Key West Planning Department

Aug. 1, 1995	Amendment to Comprehensive Plan
Sept. 21, 1995	Amend district for Caroline St., Intersection of Caroline St. and Simonton St., United Street area
July 1996	Bahama Village Redevelopment Plan and Strategic Action Memorandum adopted (Res 96-249)
Sept. 5, 1996	Rescind amendment to Comprehensive Plan for Intersection Caroline St. and Simonton St.
Sept. 1997	Adopt the Land Development Regulations (Ordinances 97-10 & 20)
Nov. 1997	DCA adopts LDRs but rejects 8 provisions
May 1998	Tree Protection ordinance (Ord. 99-08)
May 1998	City adopts changes to 7 rejected provisions(Ordinance 98-14). The only remaining dispute applies to the build back of non-conformities.
June 1998	Affordable Housing (Ordinance 98-18) (amended)
Nov 1999	City Charter revised by public referendum
Dec. 1999	Transient unit and license transfer LDR ordinance (Ord. 99-26)
Jan. 2000	Corrective ordinance to LDRs (Ord. 00-04)
June 2000	Build back LDR ordinance (Ord. 00-10)
Sept. 1999 to July 2000	Amendment to Comprehensive Plan and Land Development Regulations for the surplus Navy property (Ordinances 99-17 &18 and 00-14 & 15)
Sept. 2001	Adult entertainment (Ord. 01-13)
Jan. 2002	Variance standards revised (Ord. 02-01)
Feb. 2002	Revised transient unit and license transfer ordinance (Ord. 02-05)
Feb. 2002	Revised Affordable Housing (Ord. 02-08)
Dec. 2003	Rezoned the "Steam Plant Property" to HRCC and added specific regulations in the Land Development Regulations to HRCC zone

2. Population Growth and Changes in Land Area

(A) Population Growth:

The number of people on the island can fluctuate very widely throughout the year and even from day to day. In the winter months the population is at its largest due to the influx of seasonal residents and tourists. The fall months may have fewer people except that events such as Fantasy Fest can draw a very large number of people for just a few days. Population change is also not directly tied to new construction because occupancy of dwelling units can shift between permanent residents, seasonal residents, and short-term tourists.

Stating the population of Key West is not an easy task and it is very important to know how the number will be used. For instance the permanent population is relevant to determine the number of classrooms needed but is not sufficient for determining how many ambulances must be on call. For the purposes of the ambulances, it is important to count everybody on the island including residents, tourists, workers, cruise ship passengers and anyone else who may be on the island.

response and basic necessities such as water and road capacity. There is no actual census of this population. However, a good indicator is the amount of traffic coming across the Cow Key Channel Bridge each workday.

During the morning rush hour, Cow Key Channel Bridge is essentially operating at capacity. The generally accepted flow rate for a four-lane section is 1,800 vehicles per hour entering Key West. If we were to assume all the daytime workers were condensed into a two-hour period, were one person per car, and all the cars coming into Key West, then an estimate of 3,600 workers would result. Obviously, this is a very rough estimate, but does give an indication of the worker population from outside Key West.

In order to further add the shopper population, a rough estimate of this number of shoppers at any one time might be approximately equivalent to the worker population. This yields an estimate that during the day, there are approximately 7,200 people working or shopping in Key West who live in the Keys outside of Key West.

Maritime Population: All the above populations exist on the water as well on land. This population is not presently documented and is not large. However, as the opportunity arises for people to cruise to and from Cuba and beyond, the short term visiting population could cause the maritime population to become significant.

Military and Coast Guard Population: The military and Coast Guard population of Key West has varied widely during the 170 year presence in Key West. It is very difficult to predict with any certainty how this population will change because the population is dependent on the status of international affairs. However, the existing missions of the Coast Guard and training at the Boca Chica Naval Air Facility are not expected to change.

Total Population: The population of Key West is a widely fluctuating number due to the different sub-populations that exist in Key West. Table 2A.1 indicates the Planning Department's estimated ranges of the components of the population. As indicated the total number of people on the island is estimated to range between a 32,000 and 58,000. However, at exceptional times such as the Fantasy Fest parade, there could be even more people on the island.

Table 2A.1
Estimated Ranges of Key West Population

	Low	Moderate	High
Residents	20,000	25,500	30,000
Seasonal	0	2,000	3,000
Overnight tourist / event	5,000	7,500	10,000
Day Tourist	2,000	6,000	15,000
Commuters & shoppers	5,000	7,200	10,000
Maritime, Military and Coast Guard (Include in above)			
Total	**32,000**	**48,200**	**58,000**

Potential for Additional Dwelling Units: The construction of new dwelling units is controlled by the rate of growth ordinance (ROGO) (officially called the Building Permit Allocation Ordinance) and policies in the Key West Comprehensive Plan. This limit is based on the ability to evacuate the Keys and comparable limitations exist in Monroe County south of Ocean Reef and in the entire Keys' municipalities.

Table 2A.2 below is a tally of units built since 1990, pending projects as of April 2004, and units currently available for new residential units. As indicated, there are no units available for transient units and there are a total of 94 more full-size apartments that may be built. The ROGO allows for apartments of 600 sq. ft. or less to be counted as 0.55 equivalent units. If this equivalent factor is applied as much as possible, then a total of 418 units could be built.

Table 2A.2
Past and Future Growth in Affordable & Market Rate Units
1990 to April of 2004

	Houses & Large Apts	Apts of one bedroom & 600 sq. ft. or less	Transient Units [1]	Vested Projects [2]	TOTAL
Built	216	203	888	1604	2911
Obligated/ Pending [3]	304	78	0	50	432
Available to be built [4]	94	418	0	0	512
TOTAL	614	699	888	1654	**3855**

[1] Rooms in hotels, motels, and guesthouses.
[2] These may be houses, hotels, apartments or any other type of unit.
[3] Under construction, permitted, vested project, or applying for permits
[4] The remaining number of new units able to be built. However, it is possible that some existing units may be removed and new units be built somewhere else in the City.

Potential of Population Growth: As indicated above, the potential for growth in residential units is limited by the City's rate of growth ordinance and may be the equivalent of 512 full-size dwelling units. Of these approximately 300 are reserved for affordable housing and would most likely be permanent residents. At 2.1 residents per unit, this would represent 630 people. The remaining 212 market rate units would be more likely to be seasonal homes and would add seasonal population. If there were 2.1 people per unit, then these units would add approximately 445 people.

How existing units are used could have a very big impact on the composition of the population and a corresponding impact on the environment and public services. For instance, housing currently used by residents could be converted to use by seasonal residents, tourists or the other way around. This would not result in a major change in the net number of people. Changes in the total number of people on the island would most likely occur due to increases in the population of the Lower Keys contributing employees and shoppers. Additionally, major highway improvements, yacht capacity expansions, and cruise ship visits and size could add more day tourists.

(B) Changes in Land Area:

Since the adoption of the Key West Comprehensive Plan in 1993, there have been no annexations or de-annexations of land to the City Of Key West. Therefore, the land area of Key West has stayed the same.

3. Vacant and Developable Land

There is very little vacant, developable land available in Key West although there are significant underdeveloped parcels. The vacant land that does exist falls into four major categories. These are large upland sites (over an acre), small upland sites (generally less than one acre), property in the Salt Ponds, and land owned by the Military.

(A) Large Upland Sites:

The large upland sites over an acre and remaining to be developed are:

- Roosevelt Gardens, located on the old Fairgrounds property on North Roosevelt Blvd, is near completion with many units already occupied. The 96 units on the property were developed by the Key West Housing Authority.
- Marquesa Court subdivision at 3422 Northside Drive, located behind the Key West Citizen, received variances and preliminary plat approval to create nine (9) single-family lots and a wetland conservation area in 2003. Each lot will have the potential of an accessory apartment.

- Trinity subdivision on Northside Drive received approval for a final plat of four (4) single-family homes, each with the potential to add an accessory apartment.
- The two properties on the south side of Flagler Avenue (2700 and 2800 Block) and immediately east of Salt Run Canal. The 2700 block has received approval for 10 elderly assisted care units and a community center. The 2800 block may have a maximum number of 14 single-family homes.
- Vacant areas within the Poinciana Housing on Duck Avenue.
- School Board property along Trumbo Road at Key West Bight.
- City Electric Steam Plant on Trumbo Road. This property has received approval for 38 affordable housing apartments and 19 luxury units in the steam plant building.
- Stadium Mobile Home property on Kennedy Drive. This property is zoned residentially and is approximately 3.5 acres and has the potential of approximately 55 units.
- Land behind Home Depot. This property is zoned commercially. However, there is currently a proposal to build 10 single-family homes.
- Pier B in Truman Annex was allowed to have a restaurant by the Development of Regional Impact that has expired.
- Vacant property behind the Treasure Salvors Museum. A conditional use and development plan have been approved to allow the transfer of transient units from the Weather Station to this property.

(B) Small Upland Sites:

Small upland sites of less than an acre are primarily vacant lots in residential areas and small vacant commercial properties. There are approximately two hundred and cumulatively would contribute very little development.

(C) Federal Property:

The military and Coast Guard own large portions of Key West. Most of this land is developed. However, there are large, vacant areas on Fleming Key, Sigsbee Key and at the Sea Plane Basin. The City is not aware of any proposals to develop this property, has no control over how it is developed, and is not aware of any plans to declare the land surplus.

(D) Former Federal Property:

The City acquired approximately 35 acres of land, referred to as Truman Waterfront, from the U. S. Navy on November 22, 2003. The City is in the process of developing and implementing the concept plan the citizens of Key West developed during the Base Reuse (BRAC) process. Although definite plans have not been developed, two methods are being analyzed: a City-driven approach or public/private partnership. According to the Capital Projects Fund in the 2003-2004 annual budget, the cost of the infrastructure,

parks and marina development will be in the $20,000,000 range. The plan calls for 38 percent commercial (tax and revenue generating) use and 62 percent park development, non-tax or revenue use.
The City has taken interim steps to secure and maintain the property including securing of buildings, demolition of unsafe buildings, installation of fencing, clearing of over-grown brush, and the installation of office trailers on the property. An allocation in the Capital Projects Fund supports this activity. The City has also taken interim steps to maintain and secure the property.
According to the finance department, an allocation of the Capital Projects Fund maintains this activity.

In addition the Outer Mole will continue to be available for cruise ship docking although the Navy is intending to retain ownership.

A master plan has been developed - and is in the process of being updated - that leaves most of the property as park. Zones in the Truman Waterfront area are:

- HNC-2 (Historic Neighborhood Commercial District) extends from Petronia Street and is restricted to small offices, neighborhood shops, limited seating restaurants with limited square footage and low traffic volumes.
- HRCC-4 (Truman Waterfront District) was created to implement comprehensive plan policies for the area designated on the FLUM and specifically includes marine related and dependent activities and encourages preservation of nature, character and quality of the historic district.
- HPS-1 (Historic Public and Semipublic Services District) intended to implement policies for the recreational area, environmental education center, the Seminole Battery and the area to be made a part of Fort Taylor.
- HCL (Historic Limited Commercial District) is to provide a management framework for the "market place" adjacent to Bahama Village to the south of Petronia Street.
- HMDR (Historic Medium Density Residential District) preserves the residential character and historic quality of the medium density residential areas in Old Town.

(See Truman Waterfront zoning map on following page.)