



EXECUTIVE SUMMARY

To: Truman Waterfront Advisory Board

Through: Doug Bradshaw, Senior Project Manager
Donald Leland Craig, AICP, Planning Director

From: Doug Bradshaw, Senior Project Manager
Donald Leland Craig, AICP, Planning Director
Nicole Malo, LEED GA, Planner II,

Meeting Date: September 16, 2013

RE: Truman Waterfront Park Phasing, Funding and Amphitheater Update

Exhibits:

- 1 - Park Plan Implementation Schedule
- 2 - Park Phasing Site Plans
- 3 - TDC Grant Application and Award Notification
- 4 - Amphitheater Presentation File
- 5 - 1998 Original BRAC Truman Waterfront Site Plan
- 6 - Adopted LRA and TWAB Park Master Plan
- 7 - US Navy Park Review Report
- 8 - Restore Grant Application

Overview:

Major Project Components and Phasing

City staff and its consultant Bermello and Ajamil have prepared a phasing plan (Exhibit 1) for the Truman Waterfront Park which implements the adopted park Master Plan with the following overarching goals as its focus:

- a. Implement first the basic park infrastructure that will allow all the constituent park elements to be completed efficiently in a period of five years consistent with available funding sources and flexibility of additional funding sources.
- b. Prioritize the creation of major green space first that can be used and managed with few additions to existing community services staff workload.
- c. Create the basic infrastructure of the Park that will improve access to the City's partner organization lands, the US Navy and the State of Florida Parks Division, that will also benefit their user base and complement the development of the Park.

The phasing schedule consists of the following components which are illustrated in the attached plans (Exhibit 2):

1. **Phase 1** – Construction of all the basic infrastructure of the Park, including the park road, the Southard and Angela Street entrances, the parking lot to serve the north Park area, the emergency/Navy access from Eaton Street the East Quay upgrade, the boat ramp improvements for the Navy and the relocation of the USCGC Ingham along the East Quay Wall.

Phase 1a - To immediately follow, or run at times parallel to Phase 1, will be the construction of the Merili McCoy Public Gardens, the waterfront promenade, landscaping adjacent to the boat ramp and the NOAA facilities, the playground and interactive water feature adjacent to Building 103 and the open lawn field adjacent to the boat ramp area. The bathroom facilities within Building 103 will also be constructed at this time, which are required as accessory to the interactive water feature.

2. **Phase 2** – Construction of the Amphitheater building and associated grounds, landscaping and parking lot and construction of the future Community Center. A Monroe County Tourist Development Council grant in the amount of \$2 million is aiding in the furtherance of this phase (Exhibit 3 and 4).
3. **Phase 3** – Construction of the multi-purpose playfield, the second playground, the Key West Police Department (KWPD) mounted unit horse stables, the surrounding landscaping and the remaining parking adjacent to the main park road. The success of this phase is tied to finding a location for the Police Athletic League (PAL) activities which presently take place in the former Navy commissary building. The commissary building must be demolished to accommodate the new multi-purpose field. Several possible locations for the temporary location of PAL have been identified, but not yet vetted as to feasibility. These include Building 103, the old gym building at the Glynn Archer City Hall site or leased gym facilities at an area school.
4. **Phase 4** – Complete the remaining interior and exterior renovations of Building 103 as the museum, restaurant, and park support space via a design/build Request for Proposals Process. This phase, due to the cost being carried by the successful bidder can be carried out any time after phases 1 and 1a are complete.
5. **Phase 5** - This phase is the construction of the Community Center building.

Construction Phasing Start and End Dates (Exhibit 1)	
Phase 1	2014
Phase 1a	2014-2015
Phase 2	2015 -2016
Phase 3	2017
Phase 4	2017 or upon completion of

	Phase 1a
Phase 5	2018- 2019

The Amphitheater and Strategic Objectives

The amphitheater as a component of the park has been in place since the original Base Realignment and Closure Commission (BRACC) Plan approved in 1998. The location has changed several times over the course of the attempts to implement the plan in the wake of the events of 9/11, 2001. A copy of the original BRACC plan is enclosed as Exhibit 5.

In order to best understand the components of a successful, public amphitheater program, staff reviewed similar existing public amphitheater venues including those in St. Augustine, Palm Beach County, Weston, Wellington, Panama Beach, Tallahassee, Orange Beach, Alabama, Savannah, Charleston, and several in California, Colorado and Utah. As a result staff has compiled the following preliminary program outline in order to facilitate the successful construction and operation of the amphitheater that will in large part be dependent upon a combination of several key factors:

- a. Appropriate sizing of the venue to the market and the physical limitations of the site – with the flexibility already built into the design that allows for audiences up to 1,500, this objective has been achieved. This is due in part to the community’s experience with the attendance at other similar outdoor events in the community of the type supported by an amphitheater.
- b. The recognition that the successful operation of the amphitheater will require a professional venue operator to market and attract a variety of users of the facility. This can best be carried out in cooperation with existing local organizations, like the TDC, the Monroe County Council for the Arts, and local arts companies. The City will be responsible for obtaining the services of the venue operator through a competitive process.
- c. The determination of a rational Annual Management Plan which would be based upon goals agreed to by the City Commission and the community. For an amphitheater in Key West, these goals could be the following:
 1. **Provide for performances by nationally acclaimed artists.** This would obviously cover the range of musical types. Key West has already attracted artists who have performed in the very informal settings of Ft. Zachary Taylor Park, Higgs Beach Park and in the open areas of the Truman Waterfront Park.
 2. **Offer and develop opportunities with a regional symphony orchestra such as the South Florida Symphony Orchestra, which had its roots in Key West.** The New World Symphony in Miami through the Park’s Design consultant has expressed an interest in providing “wallcasts” via high speed video streaming to the Key West amphitheater.

3. **Develop a Winter Theater program specifically developed for the amphitheater.** This could be achieved in partnership with the Florida Keys Community College and the Key West High School.
4. **Develop partnerships for performances with quality local, regional and statewide performing arts organizations.** The success of these relationships would rely in part on the cache of Key West as a historically recognized city wide venue for the arts. This history traces to the 1930's when the Works Progress Administration fashioned Key West as a tourist retreat and attracted writers and artists to create works in and around Key West. This heritage has been built upon by numerous organizations within the City
5. **Develop festivals that provide community participation and help establish community identity.** The City has many well established organizations which can locate their activities at the Truman Waterfront Park and amphitheater. The amphitheater will provide a consistent and reliable place for the festivals of many types.
6. **Develop a rental program for the use of the amphitheater space that does not compete with performance times.** The amphitheater can function as a space for the many events hosted throughout the island that currently compete for limited event space. The rental program must recognize that even non-profits organizations can pay an appropriate fee for venue use as well as the for profit users. Truly charitable organizations should be those who pay a lesser fee. Based on research by staff, the possible rental rates for amphitheaters vary widely, but a pattern of higher fees is found in larger venues and those located in desirable tourist oriented communities. These fees will be established as the amphitheater architectural program advances.
7. **Provide revenues that offset the operating costs.** The primary revenues coming to the Amphitheater would be from promoter fees and ticket fees (rebates) from ticketing agencies. In addition revenue can be derived from sales of food and beverages at events, sales of venue branded items, preferred parking adjacent to venue, facility maintenance fees, Wi-Fi access fees for vendors, ATM service fees, and lawn chair rental fees. Further revenues can be derived from "branding" the Amphitheater, either at one time with a major corporate sponsor, or from a rotating sponsorship for a season of events or for multiple seasons.

Approval Process

The City has accelerated the implementation of the approval and construction of the Park in 2011, resulting in the approval of the Park Master plan by TWAB and the City Commission, acting as the LRA, each twice. The Park Master Plan was approved by the LRA both on March 3, 2011 and again on October 15, 2012 and by the TWAB at a joint hearing with the BVRAC on March 19, 2012 and then again on August 20, 2012 (Exhibit 6).

From that time to present, City staff has been implementing the steps necessary to start construction in 2014. These steps involve closely coordinated review with the US Navy, which is required by both the City Comprehensive Plan – Policy 1-3.9.1, Policy 1-3.9.2, and Policy 1-1.3.9.6 - and the original transfer documents and deeds for the Truman Waterfront Parcel. This review process involved an initial review of 90 days, which terminated in early June of 2013 (Exhibit 7). As a result of the Navy's comments staff and the City's consultant made changes to the Major Development Plan application and Site, Utility and Landscape Plans to accommodate their national security needs. After the final adoption of the Park Master Plan an additional review by the US Navy is required.

Additionally, changes to the City Comprehensive Plan and Zoning Regulations for the HRCC-4 and the HPS-1 Districts are currently being pursued in order to accommodate the range of uses in the Park. These amendments are being processed simultaneously in order to save time, as is now allowed by state law. Immediately after the adoption of these amendments, the Major Development Plan application will be reviewed by the Planning Board and then the City Commission for consistency with the adopted Comprehensive Plan and Land Development Regulations. The City staff has accelerated the Major Development Plan process and Construction Documents for Phases 1 and 1a for the Park to allow construction to start as soon as approvals are final for the long delayed project.

Funding Resources and Strategic Positioning

At present the City has \$13.5 million dollars to fund the construction of the Park. This amount of funding, in part, is helping drive the phasing to create the basic Park infrastructure and as much green space as is possible, in the most time effective and cost and effective manner. By having a thoughtful phasing plan, and after completing Phase 1 so that the basic infrastructure of the Park is in place, the Park viability becomes demonstrable and creates a situation where the City is more competitive for grant funding.

Also, completing the infrastructure and the Merili McCoy Gardens first, responds to concerns of the US Navy that real progress is made on the Park, that Navy emergency access to the East Quay via Eaton Street is in place, and that the State of Florida Parks Division is incentivized to complete its new entrance to Fort Zachary Taylor Park which has been long delayed.

City Planning, Grants and Engineering staff and the City's Grant Consultant are presently pursuing a focused strategy to obtain additional funding for the Park's completion. A grant application for BP Oil Spill RESTORE funds has been submitted to the County to fund Park infrastructure and other Park components (Exhibit 8). Though the competition for these funds is significant, the process is controlled by the citizens of Monroe County. This places the Park that serves 27-32% of the population of Monroe County (Key West and the immediate Lower Keys) in a very good position to be awarded grant funds. An application for a FRDAP (Florida Recreation Development Assistance Program) grant is being made in order to fund the children's playgrounds in the Park.

Staff is also investigating whether a TIGER (Transportation Investment Generating Economic Recovery) grant is a viable for Phase 1 as the multi-modal road provides a significant link to state and federal properties, and increases the efficiency of non-vehicular access to the Outer Mole.

This broadly targeted approach also puts the City in a strong position to vie for private foundation grants which often require matching funds and programs that can prove to be competitive.

We urge TWAB to embrace the Staff's significant effort and to support the approach to phasing the park construction.