

# I. INTRODUCTION

## CITY OF KEY WEST COMPREHENSIVE PLAN

### PURPOSE

The City of Key West Comprehensive Plan (Plan) has been developed in response to the requirements of the Local Government Comprehensive Planning and Land Development Regulation Act (Chapter 163, Part II, Florida Statutes). This Plan and its updates are consistent with the State, Regional and County plans; and will serve as the basis for all land development decisions within the City of Key West. In addition to fulfilling legislative requirements, the City's Plan: protects and maintain its natural, historic and cultural resources; preserves its community character and quality of life; ensures public safety, and; directs development and redevelopment in an appropriate manner.

### VISION

The City's vision for honoring its past and advancing its present and future provides the foundation of the Comprehensive Plan. The following vision and mission were adopted by the City Commission in the 2011 Key West Strategic Plan:

*VISION* - Key West is a beautiful natural environment with a vibrant culture, an interesting historical architecture, active neighborhoods, and community-wide interests that are supported by involved residents from all walks of life and a responsible and responsive government.

*MISSION* – Our mission is to protect our natural and built environment and honor our local heritage and cultural identity with citizens actively engaged in the life of our neighborhoods and community. Together we shall promote ongoing redevelopment of a sustainable economy, quality of life, and modern city infrastructure. Our government shall act on behalf of the long-term, generational interests of residents and visitors of Key West.

*CORE VALUE* – All people are created equal members of one human family.

### COMMUNITY PROFILE

The City of Key West occupies a 7.4 square mile area encompassing the island of Key West, the portion of Stock Island north of U.S. 1, Sigsbee Park (north, originally known as Dredgers Key), Fleming Key (north), and Sunset Key (west). Both Fleming Key and Sigsbee Park are part of Naval Air Station Key West. The City is the southernmost City in the continental US, and is the County seat of Monroe County. Land access is provided by US 1, air access is provided by the Key West International Airport, and sea access by the Port of Key West. The island's natural perimeter restricts the expansion of its boundaries. Unincorporated Monroe County to the north is the only adjacent local government. The City has not expanded in size through annexations since the Plan was adopted.

The City's 2010 permanent population is 24,649, and is projected to decrease slightly during the five-, ten-, 15- and 20-year planning periods due to growth limitations and the lack of significant amounts of vacant and developable land. In addition to the permanent population, the City is a world renowned tourist destination and a popular location for

second homes. The total number of people on Key West on an average day, including permanent residents, seasonal residents, the maritime population, overnight tourists, day-trippers, cruise ship visitors, commuters, and shoppers, is estimated to be 56,335. This number would likely spike significantly during special events such as Fantasy Fest or New Year's Eve.

## **COMPREHENSIVE PLAN BACKGROUND**

The City of Key West prepared its current Comprehensive Plan in 1990, and it was found sufficient by the State in 1994. In 1995 the Plan was amended to extend the extraterritorial powers 600 feet into the tidal waters around the City, and to make several small scale amendments to land use districts. In 1997 land development regulations based on the Comprehensive Plan were adopted.

In 2005 the City adopted its Evaluation and Appraisal Report (EAR) in order to measure progress in implementing the Comprehensive Plan, address major community issues, and evaluate the impacts of changes in growth management requirements. The EAR identified eight major issues, including the quality of marine ecosystems, affordable housing, hurricane safety, coordinated transportation, the Key West Port, capital improvements and concurrency management, historic preservation, and a secure local economy. Due to the State mandated schedule the City was required to update the EAR the following year, and a revised EAR was adopted in 2007. There was very little difference between the two documents. The EAR made a series of recommendations to update the plan to reflect current conditions and address the major issues. These recommendations are the basis of the 2012 Evaluation and Appraisal Report Based Amendments to the Comprehensive Plan. In addition to the EAR recommendations, the City has also updated the supportive data and analysis on which the plan is based. This updated data and analysis supplements the EAR recommendations as the basis for these amendments.

The City of Key West Comprehensive Plan is comprised of goals, objectives and policies in nine major elements: Future Land Use; Transportation; Housing; Public Facilities; Coastal Management; Conservation; Recreation and Open Space; Intergovernmental Coordination, and; Capital Improvements. In addition to the goals, objectives and policies, the Comprehensive Plan contains the adopted map series (including the Future Land Use Plan Map) and the five year Capital Improvements Schedule. Amendments are being recommended to all nine elements, the map series, and the Capital Improvements Schedule. Proposed deletions to adopted Comprehensive Plan goals, objectives and policies are denoted by ~~strikethrough~~; proposed additions are denoted by underline.

## **WATER SUPPLY PLAN**

The Florida Legislature has enacted bills in the 2002, 2004, and 2005 sessions to address the state's water supply needs and call for improving coordination between the local land use planning and water supply planning. Residents of the City of Key West obtain their water directly from the Florida Keys Aqueduct Authority (FKAA), which is responsible for ensuring that enough capacity is available for existing and future customers.

The purpose of the City of Key West Water Supply Facilities Work Plan (Work Plan) is to identify and plan for the water supply sources and facilities needed to serve existing and new development within its jurisdiction. The City of Key West Work Plan will address a 13-

year planning period and identify projects from the FKAA Work Plan consistent with this planning period.

## **OTHER PLANNING EFFORTS**

In addition to the EAR the City of Key West has engaged in a number of major planning efforts, including a Strategic Plan and Climate Action Plan. These and other City plans, including the December 2011 Carrying Capacity Traffic Study, were also reviewed and are reflected in these amendments. Concurrently with the preparation of these amendments, the City participated in the Monroe County Hurricane Evacuation Clearance Time Working Group. As a result of these meetings the City has signed a Memorandum of Understanding that will provide for an allocation of 91 building permits a year between 2013 and 2023.

## **PUBLIC PARTICIPATION AND ADOPTION**

The EAR and the 2012 amendments both were supported by extensive public participation processes. Over 15 summits, forums, public workshops, and hearings were conducted between 2001 and 2007 as part of the EAR. On March 29, 2012 the City and its Consultants presented the updated data and analysis report to the Key West Planning Board in a public workshop, and received invaluable input. On July 23, 2012, the City conducted a Public Forum on the draft amendments in order to receive comments and input. Through the 2012 amendment process the City continued to meet with interest groups and staff to incorporate additional comments and suggestions into the proposed plan amendments. The proposed amendments were approved on first reading at a public hearing on October 2, 2012 and submitted to the State Department of Economic Opportunity and other agencies for review. In the December 14, 2012 Objections, Recommendations and Comments Letter, the State identified one objection and eight technical comments. The City has addressed the objection And comments and the amendments are schedule to be adopted on March 5, 2013.

## II. GLOSSARY OF TERMS

The terms defined herein are generally accepted professional planning definitions. This list of terms is general in nature and intended to provide guidance for the user. This glossary has not been formally adopted and can be changes from time to time without entering into a formal adoption process. Further detail is found in the Land Development Regulations. The terms and definitions within the Land development Regulations are regulatory in nature, and should be referenced for that specific purpose. The terms in this glossary are intended to educate the Comprehensive Plan User to the technical approach of the Comprehensive Plan, and provide a contextual statement as to the relationship of the policies to the Data and Analysis at the specific time of plan adoption.

**Access** - The physical attributes of a site/facility that enable a person means of transportation to enter a site/facility.

**Accessibility** - The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

**Active Recreation** - Means leisure-time activities, usually of a more formal nature and performed with others, often requiring equipment and taking place at prescribed places, sites or fields. This may include but is not limited to swimming, tennis and other court games, baseball and other field sports, and playground activities.

**Affordable Housing** – In accordance with federal HUD Standards, a dwelling unit is considered to be affordable when a household spends no more than 30 percent of its gross income on housing costs. Rental housing costs include contract rent and utilities. Owner occupied housing costs include mortgage principal and interest, property taxes, insurance, and where applicable, homeowner's association fees.

**AICUZ – Air Installation Compatibility Use Zones.** Areas of high noise and accident potential due to proximity to military aviation activities, and in which activities may be restricted to those that are compatible with aviation activities, or that are less vulnerable to noise impacts or loss of life resulting from accidents.

**Ambient Water and Air Quality** - The background quality or condition of water or air.

**Aquifer** - Underground rock layers that hold groundwater, which are often an important source of water for public water supply, agriculture and industry.

**Beneficial Use** – Property rights associated with existing vacant lots of record that meet specific criteria identified in the Land Development Regulations.

**Best Management Practices** – Methods or techniques described by practitioners and experts in a given field of expertise or discipline to be the most effective in achieving a goal or objective (e.g. reducing pollution).

**Buffer** - Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use of property from another so as to visually

separate, ameliorate, reduce, mitigate, shield, or block the adverse impacts of noise, lights, or other nuisances.

**Capital Improvement** - Any building or infrastructure project that will be owned by a governmental unit and purchased or built with direct appropriations from the governmental unit, or with bonds backed by its full faith and credit, or, in whole or in part, with federal or other public funds, or in any combination thereof. A project may include construction, installation, project management or supervision, project planning, engineering, or design, and the purchase of land or interests in land.

**Climate Change** - Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate that cause increasingly severe natural disasters.

**Climate Change Adaptation** - Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including sea level rise, more frequent and intensified storm events, and changes in rainfall.

**Coastal High Hazard Area** – The area below the elevation of the Category 1 Storm Surge Line as established in the Sea, Land and Overland Surges from Hurricanes (SLOSH) computerized storm surge model.

**Community Park** – A park, recreation open space, or recreational facility that is over ten acres in size. A community park should be located within a ten minute driving radius of all residential areas in the City.

**Compatible** - Capable of existing together without conflict or ill effects.

**Comprehensive Plan** - means the adopted official statement of a legislative body of a local government that sets forth (in words, maps, illustrations, and/or tables) goals, policies, and guidelines intended to direct the present and future physical, social, and economic development that occurs within its planning jurisdiction and that includes a unified physical design for the public and private development of land and water. The city comprehensive plan is prepared, adopted and amended pursuant to the "County and Municipal Planning and Land Development Regulation Act," F.S. ch. 163, part II.

**Concurrency** – A system in which development occurs when the necessary public facilities and services to maintain the adopted level of service standards are also available.

**Data and Analysis** - Information accumulated and evaluated to form the basis of conclusions regarding all subjects of the comprehensive plan. It shall be considered best available, unless new research using acceptable research methodology is conducted during the planning period to generate more current information. Data and analysis does not represent goals, objectives, policies, or criteria, and unless stated otherwise, represents best available data only.

**Deed-restricted Housing** – A unit of housing on which there is a contractual guarantee (deed restriction) making the housing affordable in perpetuity or for a specified period of time. To be affordable, housing units must be occupied by residents earning a certain percentage of the median income for the area (see definition of Affordable Housing).

**Density** - The maximum number of units divided by the gross land area. It is typically expressed in units per acre.

**Density, maximum gross residential** - means the density which shall be determined by dividing the maximum allowable units by the gross acres of land (i.e., dwelling units/gross land acres). All residential densities denoted on the future land use map and the official zoning map stipulate the maximum gross densities permitted for development on the land. Gross land area shall be defined as those contiguous land areas under common ownership proposed for residential development.

**Development** - the carrying out of any building activity or excavation, including the making of any material change in the use or appearance of any structure or land, or the dividing of land into two or more parcels. The following activities or uses shall be taken for the purposes of these land development regulations to involve development:

- (1) A reconstruction, alteration of the size, or material change in the external appearance of a structure on land.
- (2) A change in the intensity of use of land, such as an increase in the number of dwelling units in a structure or on land or a material increase in the number of businesses, manufacturing establishments, offices, or dwelling units in a structure or on land.
- (3) Alteration of a shore, stream, lake, pond, or canal, including any coastal construction as defined in F.S. § 161.021.
- (4) Commencement of drilling, except to obtain soil samples or excavation on a parcel of land.
- (5) Demolition of a structure.
- (6) Clearing of land as an adjunct of construction.
- (7) Deposit of refuse, solid or liquid waste, or fill on a parcel of land.

**Development Order** - Any order granting, denying, granting with conditions or deferring, an application for a development permit.

**Floor Area** – Covered floor area of a building, floor area may be open on its sides. Outdoor storage is considered floor area.

**Floor Area Ratio (FAR)** - The total floor area of the buildings on any lot, parcel or site divided by the area of the lot, parcel or site.

**Freshwater Lens** - Body of fresh ground water found beneath the permeable limestone islands or peninsular land masses in the tropics. The lens-shaped water body is bounded above by a water table and below by a mixing zone between fresh and saline ground water.

**Geographic Information System (GIS)** - A computer-based system whereby maps and information are linked for a variety of uses.

**Goal** - A desired state of affairs to which planned effort is directed.

**Greenhouse Gases** - Naturally occurring examples include water vapor, carbon dioxide, methane, nitrous oxide and ozone. Some human activities can increase these gases, including fossil fuel combustion within motor vehicles and power stations.

**Groundwater** - An important part of the natural water cycle present underground, within strata known as aquifers.

**Gross Acres** – Total acreage of a site.

**Guideline** - An agency statement or a declaration of policy that the agency intends to follow, which does not have the force or effect of law and that binds the agency but does not bind any other person.

**Hazardous Waste** - Wastes that have the potential to cause harm to human health or the environment.

**Household** - The person or persons occupying a dwelling unit.

**Historic District** – A definable geographic area that contains a number of related historic sites, buildings, structures, features or objects united by a common theme, common geographical locations, and common time period; used as a foundation for decisions about the planning, identification, evaluation registration and treatment of the historic properties based upon comparative significance.

**Impact** - The effect of any direct, man-made actions or indirect repercussions of man-made actions on existing physical, social, environmental or economic conditions.

**Impact Fee** - A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts that the project will produce.

**Impervious Surface** - Surface through which water cannot penetrate, such as a roof, road, sidewalk, and a parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

**Infrastructure** - Basic services necessary for development to take place, for example, roads, electricity, sewage, water, education and health facilities.

**Land Development Regulations** - Local zoning, subdivision, impact fee, site plan, corridor map, building, floodplain or stormwater regulations, or other governmental controls that affect the use and intensity of land.

**Level of Service** - means an indicator of the extent or degree of service provided by, or proposed to be provided by, a public facility based on and related to the operational characteristics of the facility. "Level of service" shall indicate the capacity per unit of demand for each public facility.

**Level of Service Standard** - The minimum requirement adopted in this Comprehensive Plan for a Level of Service (LOS) on public facilities and services such as roadways, sanitary sewer, potable water, drainage, solid waste and parks.

**Local Planning Agency** - means an agency designated or established as such by the legislative body, which may be constituted as a local planning commission, a community development department, a planning department, or some other instrumentality as having the powers of Section [7-103] of this act.

**Mobile or Manufactured Home** - A structure, transportable in one or more sections, built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and that includes the plumbing, heating, air conditioning, and electrical systems contained therein.

**Mitigation** - Methods used to alleviate or lessen the impact of development.

**Mixed-use** - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

**Multimodal Transportation** – A connected transportation system that supports cars, bicycles, pedestrians, public transit, and other means of transportation.

**Native Vegetation** -- Plant species that naturally occur in and are indigenous to a specified geographic area.

**National Register of Historic Places** - The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

**Natural Resources** - The actual and potential forms of wealth supplied by nature that possess a value and function within the natural systems and which are essential for the perpetuation of life.

**Natural System** - The complex network of natural resources in which no resource is capable of functioning independently of the other resources in the network.

**Natural Water Body** - A water system occurring in conformity with the ordinary course of nature; not originally created through man's activities. May include those normally occurring water bodies which have been dredged or channelized.

**Neighborhood Park** – A park, recreational open space, or recreational facility that is between 2.5 and ten acres in size. A neighborhood park should be located within a ten minute walking radius of all residents in the City.

**Net acres** – The acreage of a site that is usable.



**Non-point Source** - A dispersed source of stormwater runoff; the water comes from land dedicated to uses such as agriculture, development, forest, and land fills and enters the surface water system as sheet flow at irregular rates.

**Objective** - A specific, measurable, intermediate end that is achievable and marks progress toward a goal. Usually an objective requires some sense of time or quantity.

**Outstanding Florida Waters** - Those water bodies afforded special protection and described within Rule 17-3.041, F.A.C. and designated under the authority of Chapter 403 of the Florida Statutes.

**Parcel (of land)** - Any quantity of land capable of being described with such specificity that its location and boundaries may be established, that is designated by its owner or developer as land to be used or developed.

**Passive Recreation** - Leisure time activities not considered active. This may include water-related activities such as boardwalks and interpretive trails, fishing piers as well as boating. Passive recreation may also include non-water-related activities such as hiking, golfing, observation towers, and picnicking.

**Performance Standards/Criteria** - Zoning or land development regulations that permit uses based on a particular set of standards of operation rather than on particular type of use.

**Pervious Surface** - Surface through which water can penetrate.

**Point Source** - A source, such as a pipe, from which stormwater or wastewater is discharged.

**Policy/ Policies** - means a general rule for action focused on a specific issue, derived from more general goals conducted in order to achieve an identified objective.

**Pollutant** - Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

**Pollution** - The presence in the outdoor atmosphere, ground, or water of any substances, contaminants, noise, or unnatural alteration of the chemical, physical, biological, or radiological integrity of air or water, in quantities or at levels that are or may be potentially harmful or injurious to human health or welfare, animal or plant life, or property, or unreasonably interfere with the enjoyment of life or property.

**Pollution, Non-Point Source** - Sources for pollution that are not directly definable and usually cover broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff, or automobiles.

**Pollution, Point Source** - Any source of water pollution that constitutes a discernible, confined, and discrete conveyance, including but not limited to any pipe, ditch, channel, tunnel, conduit, well, discrete fissure, container, rolling stock, concentrated animal feeding

operation, or vessel or other floating craft from which pollutants are or may be discharged. This term does not include return flows from irrigated agriculture.

**"Plan"** means a document, adopted by an agency, that contains, in text, maps, and/or graphics, a method of proceeding, based on analysis and the application of foresight, to guide, direct, or constrain subsequent actions, in order to achieve goals. A plan may contain goals, policies, guidelines, and standards.

**Public** - Of, pertaining to, or affecting a population or a community as a whole.

**Public Facilities** - A facility provided to the public by the City or another unit of government to residents, visitors and/or businesses.

**Public Housing** - Rental housing publicly funded and administered to provide safe and affordable housing for low-income families, the elderly and people with disabilities.

**Public Services** – A service provided to the public by the City or another unit of government.

**Recreation facility** – A park, open space, structure or facility available to the public for recreational use.

**Redevelopment** - Constitutes "development" and shall be subject to the land development regulations.

**Reverse Osmosis** - A method of producing pure water by forcing saline or impure water through a semipermeable membrane across which salts or impurities cannot pass. Reverse osmosis is used for water filtration, for desalinization of seawater, and in kidney dialysis machines.

**Right-of-way** - A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as sidewalks, roadways, railroads, and utility lines.

**Runoff** - The portion of rainwater that falls upon the land and is not absorbed or retained, but flows from the point of contact into natural or artificial conveyance and/or collection systems.

**Regional Planning Agency** - An organization engaged in areawide comprehensive and functional planning organized under Section [6-101, et seq.].

**Scenic** - Means of or pertaining to natural features of the landscape that are visually significant or unique.

**Scenic Corridor** - means an area visible from a highway, waterway, railway or major hiking, biking, or equestrian trail that provides vistas over water, across expanses of land, such as farmlands, woodlands, or coastal wetlands, or from mountaintops or ridges.

**Scenic Highway** - Includes scenic byways pursuant to 23 U.S.C. § 162 as amended.

**Special District** - Means a local or area wide unit of special government, except school districts, created pursuant to general or special law for the purpose of performing specialized functions within an area's boundaries.

**Standard** - means a criterion that defines the meaning of a policy by providing a way to measure its attainment.

**State Agency** - means any department, commission, board, or other administrative unit of state government.

**Sanitary Sewer** - A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leech fields (which hold refuse liquids and waste matter on-site). (See "Septic System.")

**Semi-public Facilities** – Facilities that benefit the public but that are not provided by the City or another unit of government.

**Semi-public Services and Uses** - Any use of land or buildings owned and operated by an individual, firm, corporation, lodge or club, either as a profit or nonprofit activity, for a public service or purpose. This shall include privately owned utilities, transportation, recreation, education, and cultural activities and services.

**Septic System** - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available. (See "Sanitary Sewer.")

**Shall** - That which is obligatory or necessary.

**Should** - Expresses directive action unless it can be clearly demonstrated that: a. Strict application will be contrary to the public interest; b. The public values being protected are insignificant and strict application will result in an excessive hardship to the project; c. Strict application will place an excessive hardship on the project, and an alternative action is available which is equal to or superior than the original requirements in reaching the policy's objective, and; d. The activity is not financially feasible for the local government.

**Substandard Housing** - Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

**State Land Planning Agency** – Florida Department of Economic Opportunity.

**Transit** - The conveyance of persons or goods from one place to another by a public transportation system.

**Trip** - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end" (or origin), and one "attraction end" (destination).

**Trip Generation** - The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

**Urban Design** - The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes.

**Urban Open Space** – A park, recreation open space, open space, or public space that is 2.5 acres in size or less. An urban open space should be located within a five minute walking radius of all residents in the City.

**Use** - The purpose or activity for which the land or building thereon is designed, arranged or intended or for which it is occupied or maintained, and shall include any manner of performance of such activity with reference to the specifications of the zoning ordinance.

**Vernacular** - The way in which ordinary buildings were built in a particular place, making use of local styles, techniques and materials.