

THE CITY OF KEY WEST PLANNING BOARD
Staff Report



To: Chairman and Planning Board Members

From: Mario Duron, AICP, The Corradino Group

Meeting Date: October 25th, 2022

Application: **Major Development Plan – 700-724 Truman Avenue (RE #00030020-000000)** – A request for approval of a Major Development Plan and Landscape Waivers to renovate an existing building and convert approximately 15,187.21 SF of space into a high school on a parcel located within the Historic Public and Semi-public Services (HPS) zoning district pursuant to Section 108-91.A.2 and Section 108-517 of the Land Development Regulations of the Code of Ordinances of the City of Key West.

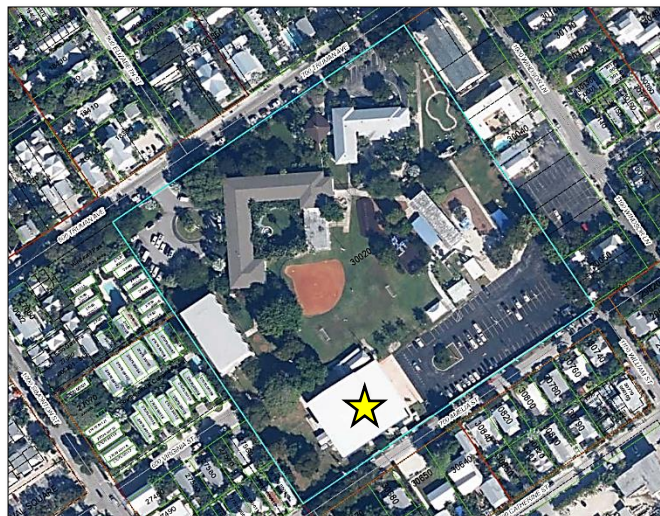
Request: The applicant is requesting approval of a major development plan and landscape waivers to renovate an existing structure used as an auditorium with a proposal to convert the space into a high school.

Applicant: Oropeza Stones Cardenas, LLC

Property Owner: Archdiocese of Miami, Inc.

Location: 700-724 Truman Avenue (RE #00030020-000000)

Zoning: Historic Public and Semipublic Services (HPS) zoning district

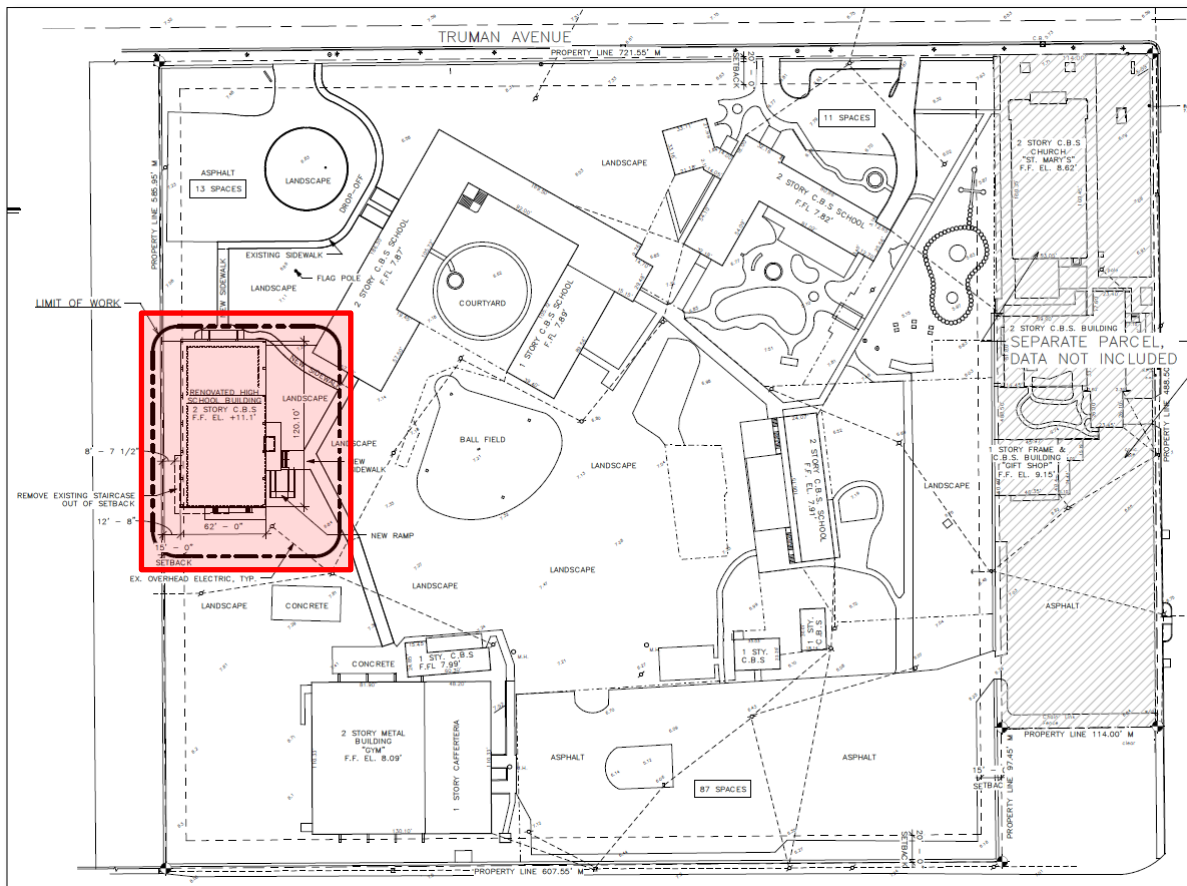


Background:

This request seeks major development plan approval to renovate an existing two-story structure with approximately 15,187 SF of enclosed floor area. The building, with the address 700 Truman Avenue, is part of the Basilica of St. Mary Star of the Sea school campus. The structure is currently designated as an auditorium, and the proposal seeks to convert the space into a high school. Historically, the building was used as high school, but the school program terminated 36 years ago. The property is located within the Historic Public and Semipublic Services (HPS) zoning district.

Pursuant to Section 108-91.A.2(b) of the Land Development Regulations (LDRs) of the Code of Ordinances (the "Code") of the City of Key West (the "City"), Major Development Plan approval is required for the reconstruction of nonresidential floor area equal to or greater than 2,500 square feet of gross floor area. The proposed major development plan proposes the reconstruction and conversion of approximately 15,187 SF of nonresidential floor area into a high school facility.

The overall site plan below shows the existing developments on the subject parcel. The area highlighted in red denotes the limits of the work area for the MDP request.



Overall Site Plan, submitted by the Applicant



Google street view of the subject building from Truman Avenue.

Proposed Development:

The proposal includes reconstruction of the interior space of the structure from an auditorium to a high school. The first floor will be renovated to include four (4) classrooms, administrative office space, a student lobby area, and restroom facilities. Between the first and second floor there is additional mezzanine floor, which is described in the submitted site plan under the "2 Mezzanine Plan" plan sheet. The "Mezzanine" space includes storage, a mechanical room, and approximately 270 SF of office area. The second (third) floor of the building will be renovated to include an additional five (5) classrooms for a total of nine (9) classrooms. Additional bathroom facilities and a covered flexible area are also proposed on the second floor. The existing balcony on the second floor will be enclosed and made part of the interior space.

Externally, the applicant is proposing to remove a staircase currently encroaching on the south side yard. A new covered entry is proposed on the northwest side of the building. The covered area proposed is 1202.95 SF, approximately 31.76 SF greater than what currently exists. The area will serve as a covered entry and will include a new elevator and new handicap ramp. An additional set of stairs is proposed on the southwest elevation of the building.

Demolition Scope:

A set of stairs encroaching on the side yard setback are proposed for removal. There

is no demolition of principal structures proposed.

New Construction Scope:

The renovation consists of an overall enclosed area totaling 15,187.21 SF -- an increase of 1,876.27 SF to existing conditions. The overall proposed covered area is 1202.95 SF, with an increase of 31.76 SF to the existing conditions. Under the proposal, no additional area to the existing building's envelope is being constructed in order to accommodate the high school use. In conjunction with the major development plan request, the applicant has submitted a request for a variance to exceed the maximum building height of 25 FT permitted for properties zoned HPS. The request is being reviewed by the Board of Adjustment.

The site data table below provides an analysis of the proposed development with respect to the requirements for properties located in the HPS zoning district.

Site Data Table

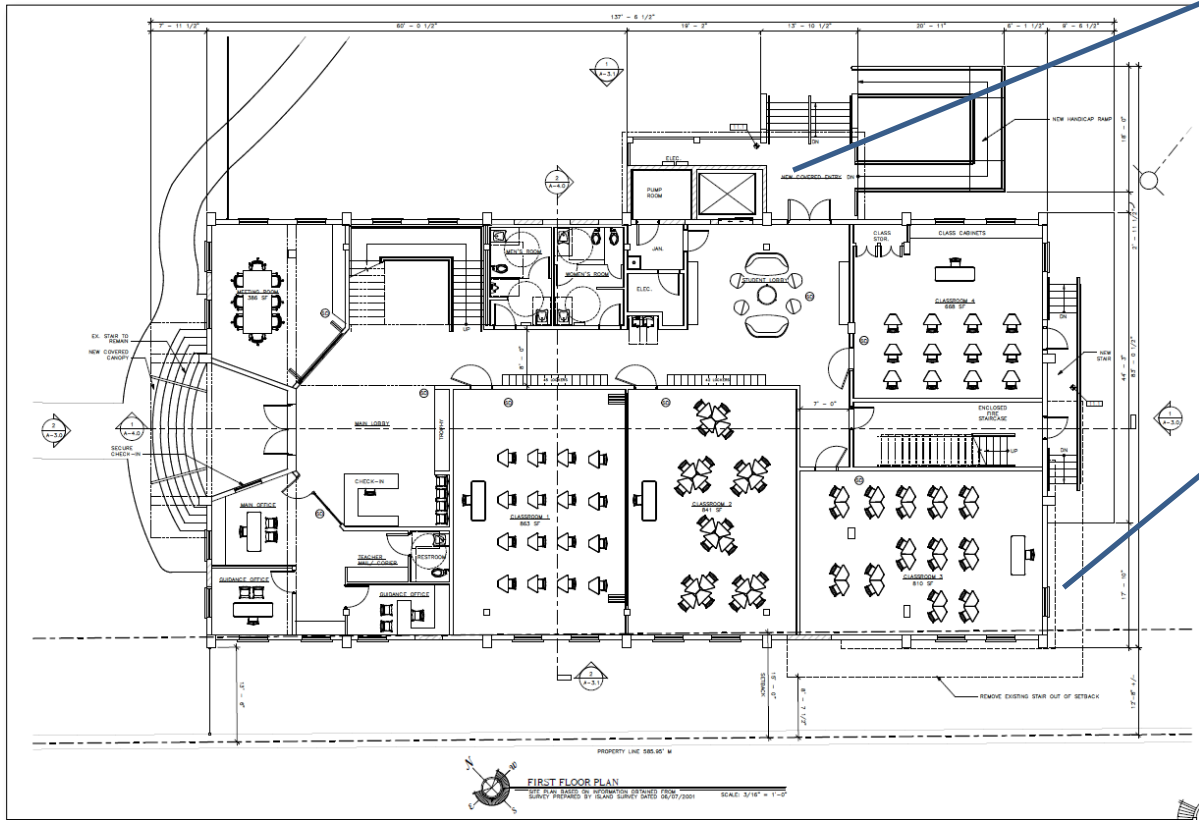
	CODE REQUIRED	EXISTING	PROPOSED	NOTES
Zoning	HPS			
Flood Zone	X			
Site Area	5,000 SF	8.7 AC		In Compliance
Height	25 FT	38.8 FT	38.8 FT	VARIANCE REQUIRED: EXCEEDS MAX HEIGHT BY 13.8 FT.
FAR	1	.196	.198	In Compliance
Front Setback	20 FT	195.38 FT.		In Compliance
Rear Setback	20 FT	257.75 FT		In Compliance
Side Setback	Greater of 5 feet or 10 percent of lot width to a maximum of 15 feet.	≥ 12.63 FT	≥ 12.63 FT	In Compliance
Building Coverage	40%	14.16%	14.32%	In Compliance
Impervious Surface	50%	45.14%	45.55%	In Compliance
Open/Landscape Area	50%	54.86%	54.45%	In Compliance

Parking Analysis

CODE SECTION	CODE REQUIRED			PROVIDED
Section 108-572(3): Parking for public or private school	1 space per 5 seats or 1 space per 150 square feet of floor area in the main assembly hall, whichever is greater	Approximately 200 students vs. Gym/cafeteria with a floor area of 13,932 SF	40 vs. 93 spaces	111 total parking spaces provided (106 standard, 5 ADA)
Pursuant to Florida Building Code Section 453.10.2.8:	<ul style="list-style-type: none"> - 1 space for each Faculty and Staff member - 1 visitor parking space for every 100 students - 1 parking space for every 10 students in grades 11 and 12 	<ul style="list-style-type: none"> - 11 for staff members - 2 for visitors - 5 for students in grades 11 & 12 	18 spaces	



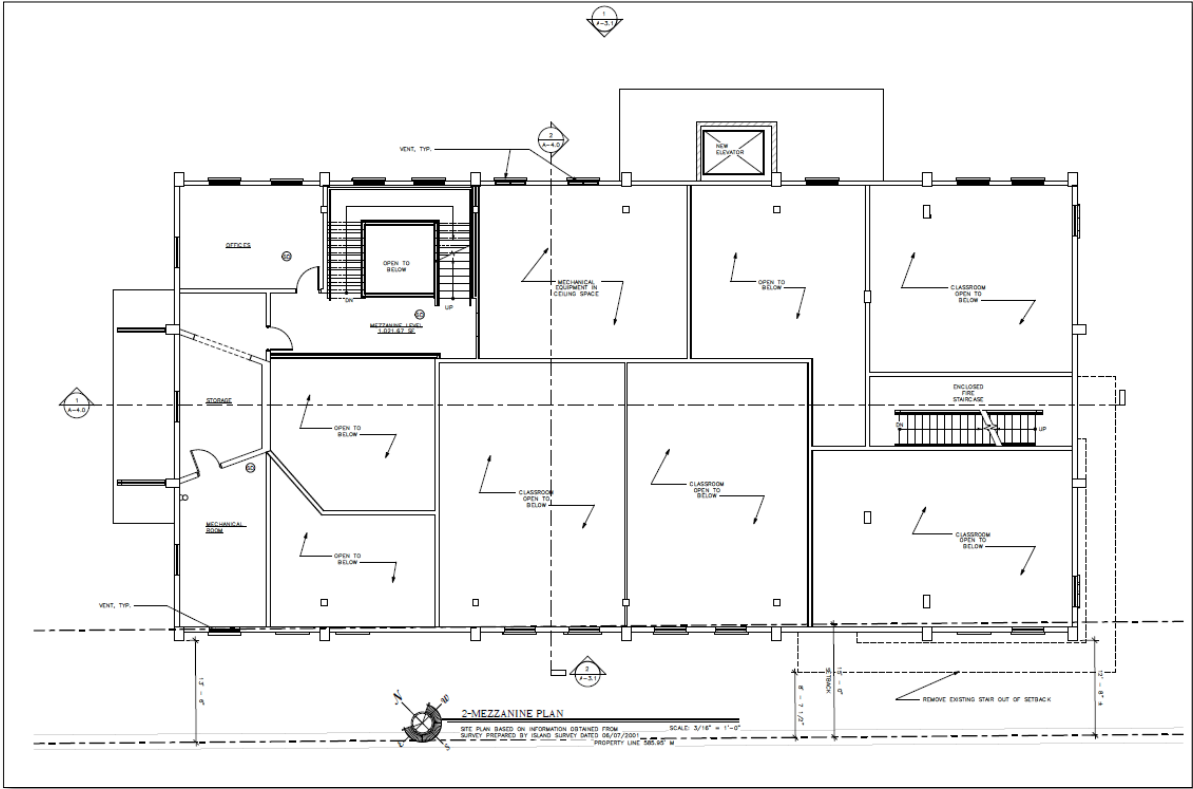
Rendering of auditorium building converted to a high school, submitted by the Applicant.



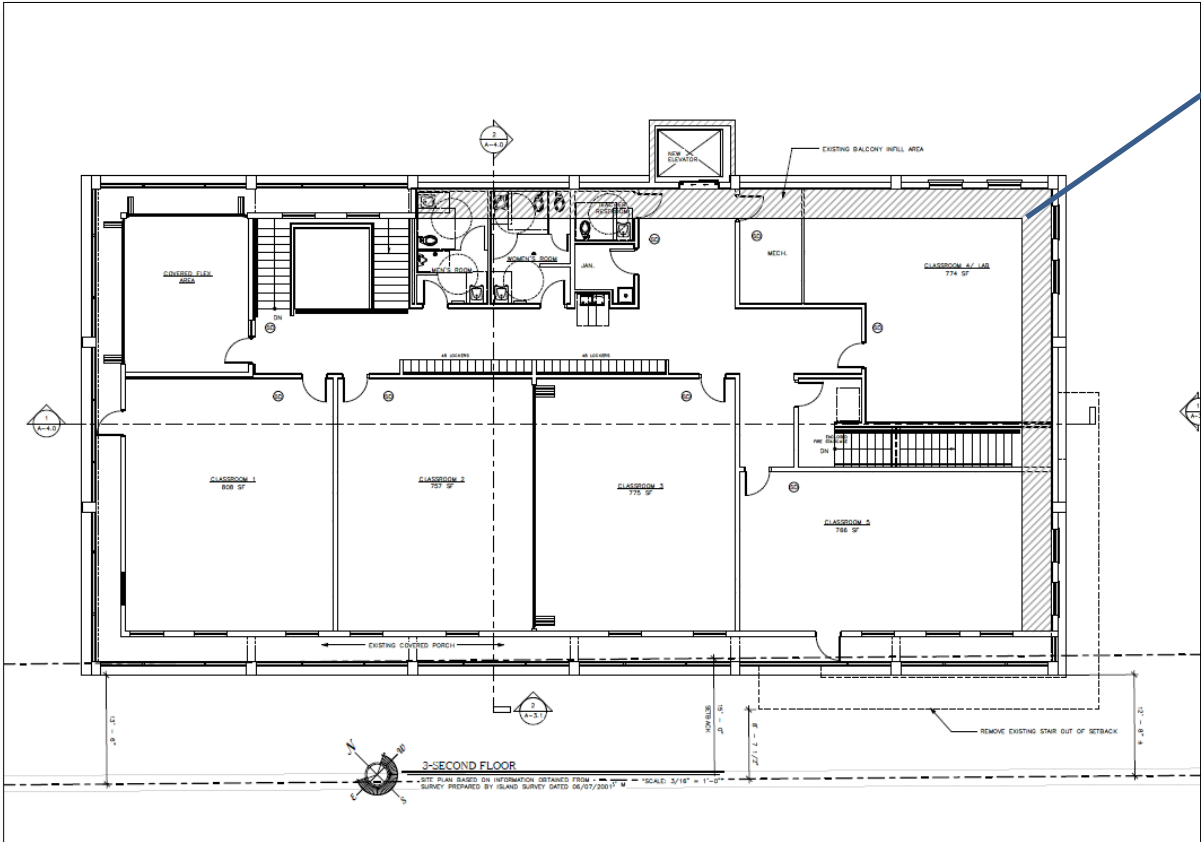
New covered entry

Removal of external stair case

Proposed first floor renovation plan, submitted by the Applicant.



Proposed mezzanine level floor plan, submitted by the Applicant.



Proposed second floor renovation plan, submitted by the Applicant.

Infill of exiting balcony

Surrounding Zoning and Uses:

Surrounding properties within 300 feet of the site are located within the Historic High Density Residential (HHDR) and Historic Medium Density Residential (HMDR) zoning districts. Surrounding uses are primarily characterized by single and multifamily residential developments. A mix of lodging and commercial uses are found along Truman Avenue.

Process:

Development Review Committee:	August 25, 2022
Tree Commission Meeting (Conceptual landscape plan):	September 13, 2022
Planning Board Meeting:	October 25, 2022
HARC Commission Meeting: (Final landscape plan approval):	TBD Tree Commission Meeting
City Commission:	TBD
Local Appeal Period:	10 Days
Planning renders to DEO for review:	Up to 45 days

Staff Analysis - Evaluation:

Section 108-91.A.2 states that major development plan approval is required for the reconstruction of nonresidential floor area equal to or greater than 2,500 square feet of gross floor area. The proposed major development plan includes the reconstruction and conversion of approximately 15,187 SF of nonresidential floor area to a high school facility.

The applicant has not proposed a phased development plan. Section 108-196 states that the Planning Board shall act by resolution to recommend to, approve, approve with conditions, or disapprove a major development plan based on specific development review criteria contained in the Land Development Regulations and the intent of both the City Code and the LDRs.

Concurrency Facilities and Other Utilities or Services (City Code Section 108-233)
Comprehensive Plan Objective 9-1.5 directs the City to ensure that public facilities and services needed to support development are available concurrent with the impacts of new development. The analysis considers potable water, sanitary sewer, solid waste, drainage, roadway level of service and recreation. City Code Section 94-36 requires a concurrency review determination to be made concerning the proposed development. The Applicant provided a concurrency analysis as part of the Major Development Plan application. Staff reviewed the provided concurrency analysis following the criteria in City Code Section 94-36 and determines that public facilities are expected to accommodate the proposed development at the adopted level of service (LOS) standards.

1. Potable water supply

The potable water LOS standard for nonresidential uses is 100 gallons per capita per day, pursuant to City pursuant to Policy 4-1.1.2.C.

The adopted potable water LOS standard is anticipated to be adequate to serve the redevelopment. The property is serviced with potable water by the Florida Keys Aqueduct Authority (FKAA). The applicant will coordinate with FKAA during the permitting process to ensure adequate LOS.

2. Wastewater management

The sanitary sewer LOS standard for nonresidential uses is 660 gallons per acre per day, pursuant to City Policy 4-1.1.2.A.

The proposal does not anticipate a change in wastewater.

3. Water quality

The Applicant noted that the development is for an interior renovation of an existing building, limiting the impact of construction-related water runoff.

No impacts to water quality are anticipated by the proposal.

4. Stormwater Management/Drainage

The stormwater management or drainage LOS standard pursuant to City Policy 4-1.1.2.E is: i) post-development runoff shall not exceed predevelopment runoff for a 25-year storm event, up to and including an event with a 24-hour duration; ii) onsite treatment of the first one inch of rainfall must be provided to meet water quality standards; and iii) storm water facilities must be designed so as to not degrade any receiving water body.

No formal drainage plan was submitted; however, the landscape plan shows the open spaces surrounding the existing building that support stormwater management/drainage of the site. The property's existing storm water management system will remain in place, and per the applicant is to be improved by the addition of a swale on the south side.

5. Solid waste

The solid waste LOS standard for nonresidential uses is 0.50 pounds per capita per day, pursuant to City Policy 4-1.1.2. D. The recyclable waste LOS standard for nonresidential uses is .25 pounds per capita per day, pursuant to City Policy 4-1.1.2.D.

The applicant has indicated they will coordinate with Waste Management for the disposal of all solid waste. The applicant already maintains a solid waste disposal arrangement with Waste Management.

6. Roadways

The roadway LOS standard is set forth in City Policy 2-1.1.3. The site plan shows the existing driveways providing ingress and egress access to the site from Truman Avenue and Windsor Lane. No modifications are proposed for the surrounding roadway network.

Per Policy 2-1.1.3, the transportation concurrency requirement is effectively eliminated in favor of a prioritization of safety and function of existing roads and multi-modal transportation improvements (i.e. transit, air, boat, bicycles, pedestrianism, mixed-use development).

The applicant has provided a letter advising the character of traffic generated by the proposed redevelopment is not a significant departure from the traffic generated by its use prior to the conversion, resulting in no change in trip generation. Staff is recommending the applicant provide a traffic circulation diagram demonstrating how vehicular circulation is managed during drop-off and pick-up times.

7. Recreation

The plans show existing onsite recreation as defined in Section 86-9 of the LDRs. It is not anticipated that the City's adopted level of service for public recreation will be adversely impacted.

8. Fire Protection

A life safety plan will be required prior to issuance of a building permit.

9. Reclaimed water system

The site plan does not detail any proposed drainage. There is no reclaimed water system proposed.

10. Other public facilities

Based on comments received from the DRC members, and based on the Applicant's concurrency analysis, all public facilities would be expected to accommodate the proposed development at the adopted LOS standards.

Intergovernmental coordination (Sec. 108-232):

Coordination will occur through the Development Review Process of the City of Key West and all applicable Regional, State and Federal Agencies.

Appearance, design and compatibility (City Code Section 108-234) :

The development plan satisfies criteria established in Chapter 102; Articles III, IV and V of Chapter 108; Section 108-956; and Article II of Chapter 110 of the Key West City Code in the following manner:

Chapter 102 – This property is located within the Historic District and require all appropriate HARC approvals as necessary.
Articles III, IV and V of Chapter 108 – Based on the site plan and the site data calculations, the project complies with the requirements of the Articles.
Section 108-956 – The project team will coordinate with FKAA to ensure access to potable water and a wastewater disposal system.
Chapter 110 –The proposed development complies with the resource protection requirements of Chapter 110.

City Code Chapter 102 (historic preservation)

The property is located within the historic district and the building is a non-contributing structure. The proposed development would need to obtain a Certificate of Appropriateness or approval from the Historic Architectural Review Commission (HARC) for the proposed design prior to issuance of building permits.

City Code Section 108-956 (potable water and wastewater)

Potable water and wastewater will comply with the concurrency determination above.

Article II (archaeological resources) of City Code Chapter 110 (resource protection)

There are no known archaeological resources on the property. If any archeological resources are discovered during construction, the Applicant would be required to comply with this article of the LDRs.

Site location and character of use (City Code Section 108-235)

(a) *Compliance.* The submitted development plan has been reviewed for compliance with all applicable performance criteria set forth in Code Chapter 94 (concurrency management), Code Chapter 102 (historic preservation), Code Chapter 106 (performance standards), Articles I and III through IX of Code Chapter 108 (planning and development), Code Chapter 110 (resource protection) and Code Chapter 114 (signs).

(b) *Vicinity map.* The property is bounded by Truman Avenue to the North and Amelia Street to the South. To the east it abuts the Basilica of St. Mary Star of The Sea historic church property and beyond that Windsor Lane. To the east, the site abuts multifamily developments and beyond that Simonton Street.

(c) *Land use compatibility.* Uses within 300 feet predominately include single and multifamily residential. Commercial uses within 300 FT are concentrated along Truman Avenue and include lodging accommodations, a dental office, restaurant, and golf car rental. No unincorporated parts of the county are located nearby, nor would any be impacted by the proposed development.

(d) *Historic and archeological resource protection.* The proposed project will coordinate with HARC in its development. No existing historic structures are present on the property.

(e) *Subdivision of land.* No subdivision of land is proposed.

Appearance of site and structures (City Code Section 108-236)

The Applicant submitted a development plan that generally exhibits harmonious overall design characteristics in compliance with the performance standards stipulated in Code Sections 108-278 through 108-288, as analyzed below.

Site plan (City Code Section 108-237)

The Applicant submitted a site plan pursuant to City Code Section 108-237, which is analyzed in greater detail below.

Architectural drawings (City Code Section 108-238)

The Applicant submitted extensive architectural drawings prepared by a professional architect registered in Florida pursuant to City Code Section 108-238.

Site amenities (City Code Section 108-239)

Proposed site amenities include addition of native landscaping. The landscape plan proposes to add approximately 14 new native trees and 60 shrubs.

Site survey (City Code Section 108-240)

The Applicant submitted a site survey pursuant to City Code Section 108-240.

Soil survey (City Code Section 108-241)

Soil surveys are not anticipated as part of the project. No soil survey was provided.

Environmentally sensitive areas (City Code Section 108-242)

No environmentally sensitive areas are located on or near the property, which is located within the X flood zone.

On-site and off-site parking and vehicular, bicycle, and pedestrian circulation (City Code Section 108-244)

Pursuant to Section 108-572(3) public or private school require 1 space per 5 seats or 1 space per 150 square feet of floor area in the main assembly hall, whichever is greater. The largest assembly area is the gym/cafeteria with a floor area of 13,932 SF, which requires 93 spaces.

The parking for the proposed high school use was calculated pursuant to Florida Building Code Section 453.10.2.8: which requires one space for each Faculty and Staff member (11 spaces); one visitor parking space is required for every 100 students (2 spaces); and one parking space for every 10 students in grades 11 and 12 (5 spaces). For the proposed high school use, a total of 18 parking spaces are required.

Based on the existing uses and the proposed use, a total of 111 parking spaces are required at the site. The applicant has identified the required parking is provided on the property. A total of five (5) of the 111 spaces are dedicated as ADA parking spaces.

Housing (City Code Section 108-245)

There are no existing or proposed residential dwelling units on the property. The proposed development is nonresidential in nature and therefore should have no detrimental effect on hurricane evacuation.

Economic resources (City Code Section 108-246)

The proposed project does not anticipate a yield to ad valorem taxes.

Special Considerations (City Code Section 108-247)

(a) The relationship of the proposed development to the City’s land use plans, objectives and policies is being evaluated as part of this analysis. The relationship of the proposed development to public facilities was evaluated above and no conflicts were identified.

(b) The project located within the historic district and the X flood zone.

(c) No unincorporated portions of the county would be impacted by the proposed development.

(d) The project does not front a shoreline, so shoreline access would not be impeded.

(e) No special facilities are proposed to accommodate bus ridership.

(f) Passive recreation space is not proposed.

(g) Coordination with applicable agencies is being facilitated through the DRC.

(h) No wetlands or submerged land would be impacted.

Construction management plan and inspection schedule (City Code Section 108-248)

The proposed renovation is to be completed in one phase.

Truman Waterfront Port facilities (City Code Section 108-249)

Not applicable.

Site plan (City Code Chapter 108, Article III)

The City shall not approve a site plan unless a finding is made that such site plan conforms to all applicable sections of the LDRs, pursuant to City Code Section 108-276, as analyzed below.

Site location and character of use (City Code Section 108-277)

The proposed development involves the renovation of an existing structure designated as an auditorium. The interior spaces of the two-story structure will be converted to a high school facility with approximately 9 classrooms. The proposed educational facility is a permitted use within the HPS zoning district.

Appearance of site and structures (City Code Section 108-278)

The project involves repurposing the interior space of the existing two-story building. While the building is non-contributing structure in the historic district, all work will comply with the City’s historic architectural guidelines.

Location and screening of mechanical equipment, utility hardware and waste storage

areas (City Code Section 108-279)

All mechanical equipment will be located within the building. A designated janitorial room is shown on the floor plans for level 1.

Front-end loaded refuse container location requirements (City Code Section 108-280)

None proposed.

Roll-off compactor container location requirements (City Code Section 108-281)

None proposed.

Utility lines (City Code Section 108-282)

None proposed.

Commercial and manufacturing activities conducted in enclosed buildings (City Code Section 108-283)

None proposed.

Exterior lighting (City Code Section 108-284)

None proposed. All new lights are required be shielded to prevent glare onto adjacent properties as required by code. Lighting would be reviewed at time of building permitting.

Signs (City Code Section 108-285)

The plans show conceptual signage, but no details for proposed signs were provided. A building permit and a certificate of appropriateness would be required for the installation of any signs, which must comply with City Code Chapter 114 and the Historic Architectural Guidelines.

Pedestrian sidewalks (City Code Section 108-286)

None proposed.

Loading docks (City Code Section 108-287)

None proposed.

Storage areas (City Code Section 108-288)

No exterior storage areas are proposed.

Landscaping (Code Chapter 108, Article VI)

A landscape plan is required as part of a development plan review, pursuant to City Code Section 108-411. The City's Urban Forester reviewed the provided Landscape Plan, the following is the review of the Applicant's landscape submittal.

An application was submitted to the Planning Board for a major development plan review to turn an existing building on the property into a high school facility. The proposed work

area is a small part of a larger property the currently contains a K-8 school and church offices. This review is to verify compliance to Sec 108 of the City Code regarding landscaping and buffer requirements to help the Planning Board with their review. This review is based on site and landscape plans submitted to the Urban Forestry Manager on September 8, 2022.

Sec 108-243: Signed and certified landscape plans have been submitted that include a tree protection plan. Notes on the landscape plan indicate the area will be hooked up to the existing irrigation system for the property.

Sec 108-289: The conceptual landscape plan for this project was reviewed and approved by the Tree Commission on September 13, 2022. No trees or palms are planned to be removed or transplanted from the proposed work area. Existing trees and vegetation will be protected during construction.

Sec 108-346: The required open space is 20%. Information submitted indicates the open space will be over 50%. The proposed development will occur in an existing structure. The only changes to the exterior of the building will be to demo an old existing staircase and construct a new staircase and side entrance area.

Sec 108-347 (buffer yards): The existing use of the property is a private school (Commercial Exempt). According to the property appraiser site, the entire property is bounded by a church to the east and a mixture of single family and multi-family residential properties.

The buffer impact of changing the existing structure into a high school facility is low since the surrounding area is already currently used as a school and the building itself was recently used as a youth, sports facility. No bufferyard is required along the eastern side of the property as it is a church and a parking area.

Properties to the south and west require a B or C bufferyard (40-72 plant units). Along the south and west property line there is an existing 6 ft tall masonry wall with a few trees. Section 108-350 allows for reduction of the planted buffer along these property lines if there is a masonry wall with some trees.

Around the actual proposed development project area there is a parking lot to the north, school open field area to the east and south, and single family residential area to the west. The landscape plan proposes to add (7) Alexander Palms to this western property line area and there is an existing Royal Poinciana tree, an existing Gumbo Limbo tree, and numerous existing thatch palms in this area for a total of 135 plant units.

Sec 108-348 allows for credit of existing plant material: No trees are being removed or transplanted for this development plan request. All existing vegetation will be protected and the proposed additional plants will enhance the existing area. Numerous large, protected trees currently exist on this property and near this proposed work area.

Sec 108-381: A landscape plan has been submitted that enhances the existing, immediate proposed work area.

Sec 108-411: The Tree Commission gave conceptual landscape plan approval for the project on September 13, 2022.

Sec 108- 412: The applicant stated that over 50% of the property is landscape/open space area. This has not been verified. A large portion of the property has either been previously developed or is used as school recreation fields or open areas

The proposed construction work is occurring primarily in an existing structure. The existing landscaped area will remain and be enhanced and expanded. The plan does incorporate over 70% native vegetation that includes trees, shrubs, and groundcover. Notes on the plans indicate maintenance to be done by existing church staff.

Sec. 108-413, landscape requirement along street frontages. The entire property consists of 8.7 acres. There is currently an existing, 4 ft tall masonry wall along the entire street frontage area of the property. Numerous large trees also exist along this property line area. A total of 1153 plant units in a 40 ft wide landscape area is required per code.

Much of this existing, established area is currently used as parking with over 13 protected canopy tree species also existing in this area.

WAIVER NEEDED

Sec 108-414, interior parking areas and Sec 108-415 perimeter parking areas: There are many existing parking areas on the property with existing, non- conforming parking spots. Most do not have tree islands or curbing including the parking area immediately in front of this proposed project. No plans or information has been submitted to change the existing configurations of the existing parking areas on the property.

WAIVER NEEDED

Sec 108-416, interior area landscaping. This section of code specifically looks at the planting of trees and requires that all areas not covered by buildings or hardscape will have grass, groundcover, shrubs or other landscaping materials.

The site is a current developed site with numerous, large existing trees and palms. Areas not covered by trees, shrubs or groundcover are covered with grass or clay (recreational areas).

Sec 108-447: The landscape plan does include a tree protection plan.

Sec 108-515: A formal irrigation plan has not been submitted. A note on the landscape plans indicates that the existing irrigation system will be modified to provide coverage for this area.

WAIVER NEEDED OR DETAILS REQUIRED.

Off-street parking and loading (Code Chapter 108, Article VII)

The existing development includes 111 parking spaces, with 5 spaces designated ADA parking. Existing bicycle parking is also found through the Basilica campus.

Stormwater and surface water management (Code Chapter 108, Article VIII)

A drainage plan was submitted indicating that surface water management is designed for the 25-year/72-hour storm event, as required. Stormwater would be retained on-site through an exfiltration trench in the parking area that will channel water to a on-site retention pond. Landscape buffers surrounding the development will collect building runoff on-site.

Utilities (Code Chapter 108, Article IX)

Access to potable water, access to wastewater disposal systems and conservation of potable water supply were analyzed in the above concurrency management determination and were found in compliance.

Art in Public Places (City Code Section 2-487)

The proposed development, being a Major Development Plan, triggers the City's Art in Public Places (AIPP) requirement, pursuant to City Code Section 2-487. The AIPP program requires 1% of construction costs to be set-aside for the acquisition, commission, and installation of artwork on the subject property. The program applies to new construction projects exceeding \$500,000 and renovation projects exceeding \$100,000. Eligible construction costs have not been determined based on hard and soft costs.

RECOMMENDATION:

The Planning Department, based on the criteria established by the Comprehensive Plan and the Land Development Regulations, recommends to the Planning Board that the request for Major Development Plan be **approved** with the following conditions:

General conditions:

1. The proposed construction shall be in substantial compliance with the site plans signed, sealed, and dated 10/4/2022 by William P. Horn Architect, P.A. Drawings for permitting shall be dated as approved herein, with any proposed revisions (modifications) clearly noted and dated. Development plan modifications that do not rise to the status of minor or major plan

modifications may be approved by the city planner as per Section 108-91(c)(1). All modifications shall be submitted for review and approval to the Planning Department prior to building permit application. Minor and major development plan modifications are addressed as per Section 108(C.).

2. Prior to City Commission review, a final Landscape Plan approval is required from the Tree Commission or if permissible, the Urban Forestry Manager.
3. Prior to City Commission, the applicant shall provide a traffic circulation diagram demonstrating the management of vehicular traffic generated by the site during peak hours or during drop-off and pick-up times. The diagram shall include details as to the total student population, staggered pick-up/drop-off times, and existing policies and procedures to facilitate traffic on-site.