

**THE CITY OF KEY WEST  
PLANNING BOARD  
Staff Report**



To: Chairman and Planning Board Members

Through: Katie P. Halloran, Planning Director

From: Daniel Sobczak, AICP-C, Planner I

Meeting Date: September 17<sup>th</sup>, 2020

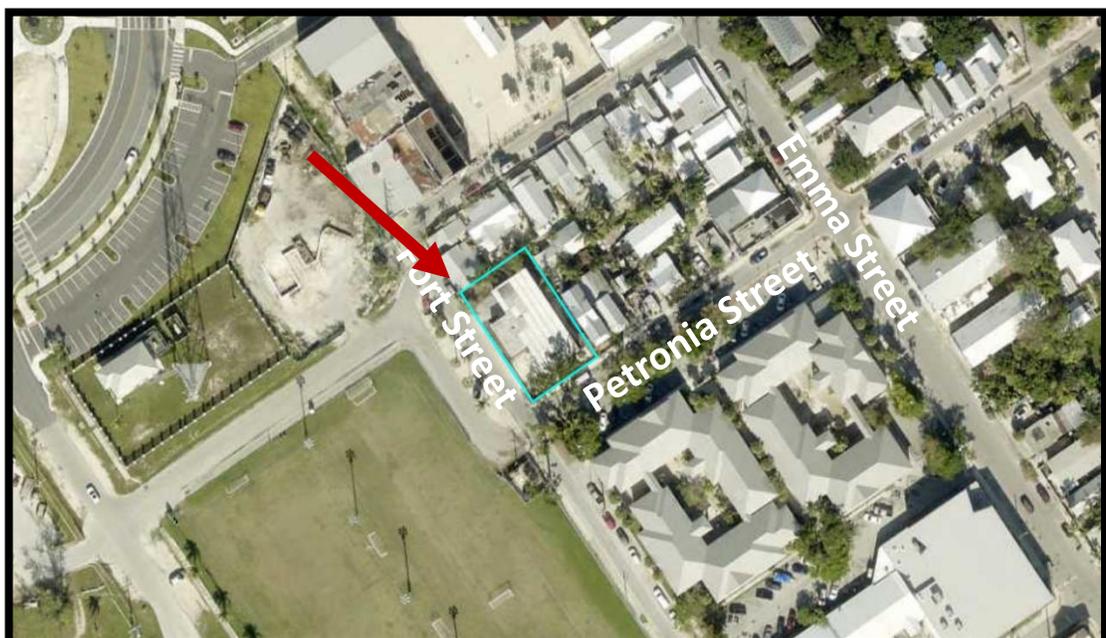
Application: Major Development Plan– 727 Fort Street (RE # 00013990-000000) – A request for approval of a major development plan for the reconstruction of a 3,693 square foot one-story building to create a community health center containing primary care offices, dental offices, laboratory testing, and clerical office space on property located within the Historic Medium Density Residential (HMDR) Zoning District and a landscape waiver pursuant to Sections 108-91.A.2 (b) and 108-517 of the Land Development Regulations of the Code of Ordinances of the City of Key West, Florida.

Request: The applicant is requesting a landscape waiver and major development plan for the reconstruction of a historic one-story building to create a community health center.

Applicant: City of Key West, for C.H.I.

Property Owner: City of Key West

Location: 727 Fort Street (RE # 00013990-000000)



**Background:**

The subject parcel is located at 727 Fort Street on the corner of Fort Street and Petronia Street. According to the Historical Architectural Review Commission, the current one-story structure was constructed in 1948. The structure is of masonry vernacular and is a historically significant contributing structure to the Key West Historic District in two areas, education and ethnic heritage. The parcel is currently surrounded by Historic Medium Density Residential (HMDR) zoned properties to the south, east, and north, and Historic Neighborhood Commercial District (HNC-2) zoned properties to the west. The property is pending rezoning to the newly established Historic Neighborhood Commercial District HNC-4 zoning district which will cover the property itself, and the surrounding properties to the north and west.

Historically the parcel was built as a part of the Fredrick Douglas School System Complex and originally used for a band room and workshop. The building is one of the last remaining structures of the historic Fredrick Douglas School System Complex and is both historically and culturally significant in the community and the City. The Fredrick Douglas School System was historically built as a school complex for black students and students of color and continued until the desegregation of the public-school system. Since the structure was erected the building has had a variety of uses from education, public facilities, community center, health clinic, etc. Most recently the structure was used as an arts center and a skills center. The applicant is proposing to convert the structure into a community health clinic, an approved use under the HNC-4 zoning district.

**727 Fort Street, view from Petronia St, 1965**





**Process:**

Development Review Committee:	August 27 <sup>th</sup> , 2020
Planning Board Meeting:	September 17 <sup>th</sup> , 2020
Tree Commission Meeting:	October 13 <sup>th</sup> , 2020
City Commission:	October 20 <sup>th</sup> , 2020
Local Appeal Period:	Up to 10 Days
Planning renders to DEO for review:	Up to 45 days

**Staff Analysis - Evaluation:**

The City of Key West Code Section 108-91 A. 2. (b). states that an addition or reconstruction of nonresidential floor area greater than 2,499 square feet shall require major development plan approval. The applicant has proposed the internal reconstruction of 3,693 square feet of nonresidential floor area for the conversion of a structure into a community health clinic. The applicant has not proposed a phased development plan and will develop the lot and landscaping concurrently. The City Code Section 108-196 states that the Planning Board shall act by resolution to approve, approve with conditions, or disapprove a major development plan based on specific development review criteria contained in the Land Development Regulations (LDRs) and the intent of both the City Code and the LDRs. The Planning Board’s roll for major development plans per Section 108-196 shall be advisory to the City Commission.

Parking for the Major Development Plan shall be fulfilled by using both on-site and off-site parking. Two (2) parking spaces will be provided on-site and eight (8) spaces will be provided off-site. Chapter 108 of the Land Development Regulations includes Section 108-576(a), “Location of off-street parking spaces”, which allows required off-street parking to be located off-site provided that the off-site parking lot has an appropriate zoning designation, is within 500 feet of the principal structure of the activity, and when applicants have provided satisfactory evidence of a deed restriction or easement providing for such required parking for the duration of the principal use.

The parking lot at 918 Fort Street (the “Fort Street Parking Lot”) is located within the Historic Public and Semipublic Services District-1 (HPS-1); this zoning district allows parking lots as permitted uses (City of Key West Code of Ordinances Section 122-967). The Fort Street Parking Lot is located approximately 370 feet from the proposed community health clinic (the principal structure of the activity at 727 Fort Street). The Fort Street Parking Lot is unmetered, owned by the City of Key West, and currently unencumbered. The City of Key West shall retain the unmetered public parking lot on Fort Street for the duration of the principal use of the Frederick Douglass Gym and Annex building. Strict application of the Code requirement (Section 108-576(a)) for a deed restriction/easement under these circumstances creates a hardship for the applicant as the Fort Street Parking Lot is a public parking lot which cannot be sold by the City without a referendum.

Signage indicating that off-site parking is available at the Fort Street Parking Lot shall be installed on the project site at 727 Fort Street. Proposed off-site parking signage shall be reviewed and approved in accordance with adopted Historic Architectural Review Commission guidelines.

**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, vehicle trip

generation and recreation. City Code Section 94-36 requires a concurrency review determination to be made concerning the proposed development. Staff performed a 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.

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

- The development plan shall satisfy criteria established in: Chapter 102; articles III, IV and V of Chapter 108; section 108-956; and article II of chapter 110, included in staff's review below.

**City Code Chapter 102 (historic preservation)**

- The historical contributing structure will be internally reconstructed to comply with city code and applicable performance criteria. The applicant has coordinated with City historic preservation staff to ensure the application meets all HARC guidelines

**Articles III (site plan), IV (traffic impacts), V (open space, screening and buffers), and VI (landscaping) of City Code Chapter 108 (planning and development)**

- The property meets all open space requirements. The proposed project has been preliminarily reviewed by the Urban Forester for compliance with screenings and buffers and will receive final approval after Planning Board approval is given.
- At present time the applicant is applying for a landscape waiver to buffering and screening requirements. The applicant proposes all current trees on the property to remain.

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

- Potable water and wastewater were found to comply in the concurrency determination above.

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

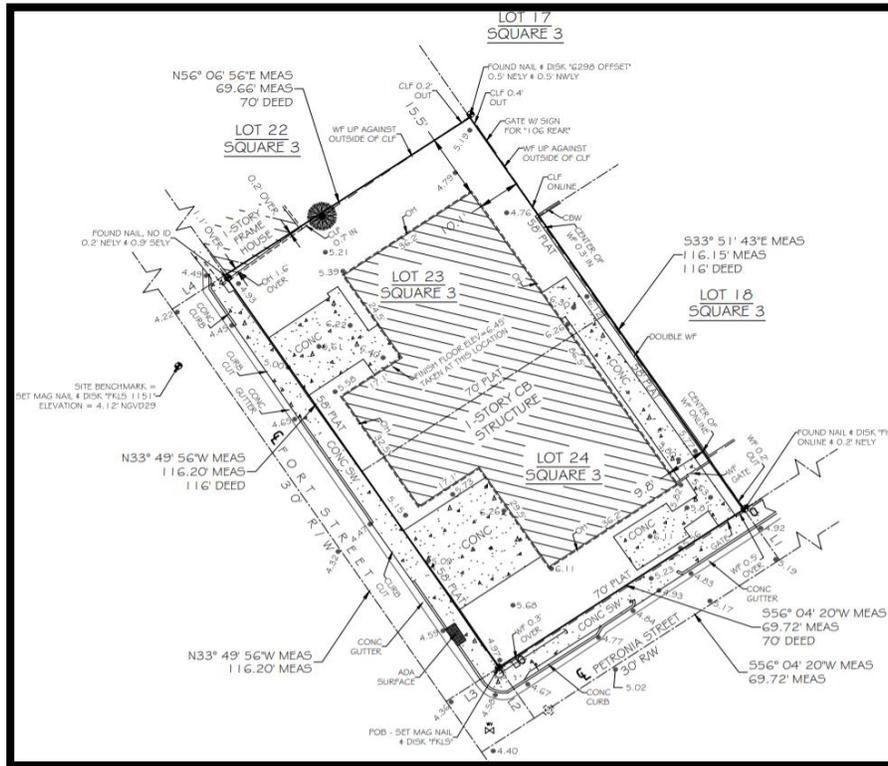
- There are no known archaeological resources on the property. If any archeological resources are discovered during construction, the Applicant would be required to comply with this article of the LDRs.

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

- 1) *Compliance.* The development plan submitted for review should be in compliance with all applicable performance criteria set forth in chapter 94, chapter 102, chapter 106, articles I and III through IX of this chapter, chapter 110 and chapter 114.
- The submitted major development plan has been reviewed for compliance with all applicable performance criteria. It is the Planning Department's determination that the application is in compliance will all applicable criteria.

(b)*Vicinity map.* A vicinity map shall be provided with the project's location noted together with a general written description of the proposed development.

## Survey of property located at 727 Fort Street, 2020



(c) *Land use compatibility.* Adjacent land uses shall be identified including current zoning designation, conditional uses and/or special districts within 50 feet of the boundaries for a minor development, and 100 feet of the boundaries for a major development. If applicable, assess the impact of the proposed development upon the unincorporated part of the county.

- Properties within 100 feet are located within the HPS-1, HNC-2, and HMDR Zoning Districts. Adjacent land uses within 300 feet include residential, professional office, restaurant, public service, and place of worship.

(d) *Historic and archeological resource protection.* A review of the project's impact on archaeological and historic resources shall be included.

- There are no proposed impacts on archeological and historical resources.

(e) *Subdivision of land.* Any subdivision of land shall comply with section 108-1 and chapter 118 pertaining to subdivisions.

- There is no subdivision of land proposed at this time.

### Site and structures (City Code Section 108-236 – 108-246)

- The site is located in the Historic District, the proposed major development project is an overall harmonious design per Section 108-278. The lot will contain car parking, bicycle parking, and several concrete walkways surrounding the historic structure. The proposed structure meets all

zoning regulations for the HNC-4 zoning district. The proposed community health center will include an updated wall sign as well as signage to indicate the location of off-site parking. The overall development plan will meet parking regulations. The City of Key West will provide off-site parking for staff and clients of the community health clinic at an underused parking lot located within 500-feet at 918 Fort Street. Signage at the community health clinic will direct the public to the Fort Street Parking Lot.

- The parcel is currently situated in the AE flood zone. The Federal Emergency Management Agency (FEMA) updated flood zone map will designate the parcel to be in the AE-9 flood zone. The structure on site is a historically contributing structure to the Key West Historic District. As such, this building is exempt from substantial improvement flood mitigation construction so long as the historic character of this structure isn't compromised.

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

- Construction will take place pursuant to a recommendation for approval from the Planning Board and final approval by the City Commission. Inspections will take place during the building permit process.

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

- The code requires one space per doctor or dentist. The proposed Community Health Center will have, in effect, two full time doctors and would create a need for ten (10) off-street spaces. Two (2) of the required off-street spaces will be built on an already existing concrete slab on-site, the remaining eight (8) spaces will be located within five-hundred (500) feet at the Fort Street Public Parking Lot, per Code Section 108-576.

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

- No changes proposed, however a stormwater management plan should be submitted pursuant to Sec. 108-777 prior to final approval.

#### **Utilities (Code Chapter 108, Article IX)**

- The applicant proposes to update both the plumbing and electric as part of the Major Development Plan.

#### **Art in Public Places (Code Chapter 2-487)**

- The applicant shall include plans for a work of art or artwork to be located at the property that shall equate 1% of the total construction cost of the major development project. An in-lieu fee may also be paid that equates to 1% of the total construction cost.

#### **Recommendation:**

The proposed major development plan for the property located at 727 Fort Street will result in reconstruction of a currently vacant building and establish the structure as a community health center in the Bahama Village neighborhood. The project includes both bicycle parking and ADA accessible parking on site. Internally the structure will be updated with improved plumbing, updated electric,

installation of medical equipment, and improved internal aesthetics. All work proposed will meet applicable LDR criteria as well as HARC guidelines.

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 the Minor Development Plan be **approved** with the following conditions:

**Conditions of Approval:**

1. A stormwater management plan be submitted according to Sec. 108-777, that requires developments to provide a stormwater management plan that retains the greater of one-inch of runoff based on the site upland area or 2.5 inches times percent of impervious coverage.
2. The applicant shall obtain final landscape plan approval from the Tree Commission and comply with the Urban Forester's recommendations on modified screening, buffering, and landscaping.
3. Building plans must comply with plans submitted by ARCHITECTURA GROUP MIAMI INC on 6/1/2020 and 7/20/20 and submitted with this Resolution.
4. The City of Key West shall retain off-site parking spaces at the unmetered public parking lot at 918 Fort Street for the duration of the principal use of the Frederick Douglass Gym and Annex building. Signage indicating that off-site parking is available at the Fort Street Parking Lot shall be installed on the project site at 727 Fort Street. Proposed off-site parking signage shall be reviewed and approved in accordance with adopted Historic Architectural Review Commission guidelines.

**Conditions prior to issuance of a Certificate of Occupancy:**

1. The property must be rezoned to the Historic Neighborhood Commercial (HNC-4) zoning district before a final certificate of occupancy can be granted.
2. All requirements per Section 2-487 for Art in Public Places be met.

Appendix 1:

Site Plans for Major Development Project, 727 Fort Street