

## 2.1 Background

The Key West Chapter 288 Military Base Reuse Plan is intended to provide long-term, sustained, economic growth in Key West by adaptive reuse of surplus military land and facilities. The base reuse planning process determined the appropriate and feasible redevelopment uses, which reflect the community's vision. The Chapter 288 Military Base Reuse Plan was developed to achieve the following goals (City of Key West 1999):

- Provide meaningful integration of the sites into the community fabric;
- Help diversify the economy;
- Encourage balanced growth in the area's economy, including commercial and service sector job growth;
- Provide employment opportunities for the region's unemployed and underemployed persons;
- Strengthen the local tax base;
- Help existing businesses and industries expand;
- Help small businesses develop;
- Provide affordable housing for Key West residents;
- Provide public recreation and access opportunities, especially on the waterfront;
- Provide opportunities for port, harbor, and marina improvements;
- Facilitate improvements and provide physical and economic links to Bahama Village;
- Ensure environmental sensitivity; and
- Provide opportunities for social services and special needs facilities.

## **2.2 Development of the Reuse Plan**

Development of the Reuse Plan was accomplished by a two-step process that consisted of (1) preparation, adoption, and approval of the federally required Base Reuse Plan (City of Key West 1997a); and (2) refinement and translation of the federal plan into the City's growth management documents through a process provided by Chapter 288 of the Florida Statutes. The second plan is commonly referred to as the Key West Chapter 288 Military Base Reuse Plan or the Chapter 288 Plan (City of Key West 1999).

### **2.2.1 Development of the Federal Base Reuse Plan**

The Federal Base Reuse Plan involved an intensive, five-month public planning process initiated in May 1997 by the LRA. The reuse planning process was designed to satisfy federal base reuse planning requirements to maximize community participation and ensure that the plan "appropriately balance the needs of the various communities for economic redevelopment, other development and homeless assistance," in accordance with federal regulations.

A series of public forums and workshops were held in Key West to solicit public comment on the reuse of surplus Naval properties, inform citizens of the planning process, and facilitate development of the Base Reuse Plan. Input received at these public meetings was used to help identify community priorities, identify potential site uses, develop and refine concept designs, and generate and refine reuse alternatives.

The first public meeting was held on May 30, 1997, to identify community priorities for use of all of the NAS Key West surplus properties. This initial meeting was also intended to promote understanding of the public participation process and its integration with the overall base reuse planning process.

The second public forum was held on June 14, 1997, to address reuse of the Truman Waterfront property. This meeting identified additional information for site planning and, based on priorities identified at the Initial Community Priorities Forum, identified opportunities and specific potential uses for the site. Forum participants voiced a wide range of concerns and issues pertaining to reuse of the Truman Waterfront. The primary concerns were infrastructure limitations (particularly wastewater management), compliance with the City of Key West Rate of Growth Ordinance (ROGO) and City of Key West Comprehensive Plan, height restrictions waterward of the Truman Annex development, potential cruise ship impacts on turtle nesting habitat, and public access to Truman Beach.

The third phase of the public participation process, the Alternatives Generation Workshop, was conducted on July 11 and 12, 1997. In this phase, design charrettes (as described in the following paragraph) were conducted to develop a range of possible plans for the Truman Waterfront. Prior to soliciting public input, the planning team (i.e., Bermello, Ajamil & Partners) reviewed site

constraints and opportunities, and informed participants of the federal surplus properties conveyance process and base reuse planning requirements. Workshop participants were asked to consider this information, as well as the community priorities established at the first forum, in suggesting and evaluating possible reuse alternatives.

Participants divided into five groups based on the first rank priority uses for Truman Waterfront that were identified at the Potential Uses Forum. These groups each developed up to three group concept plans that focused on their respective high priority use and that incorporated as many other proposed site uses as possible.

Eight alternative concept plans for the Truman Waterfront were generated by this charrette process. The eight concept plans are described in Table 2-1. Most of the generated plans incorporated several common design elements. The elements most common to the eight plans were:

- Harbor walk/recreation;
- Environmental educational center; and
- Public marketplace.

<b>Table 2-1</b>		
<b>ALTERNATIVE CONCEPT PLANS</b>		
<b>Alternative</b>	<b>Description</b>	<b>Rank</b>
1. Neighborhood	The primary intent of this plan is to reintroduce a residential urban fabric into areas of Truman Waterfront adjacent to Bahama Village (see Figure 1.B.1, Concept plan 1 – Neighborhood). The unifying element of the plan is a market place/community center featuring mixed used development and an amphitheater. This element links and is supported by existing residential uses in Bahama Village and proposed infill housing. The ability of the area to function somewhat self-sufficiently is strengthened with the potential introduction of a community meeting and convention center, a social services facility, recreational facilities, and open space.	1
2a. Marina & Sailing	The focus of this concept plan is the introduction of a community sailing center along the east quay (see Figure 1.B.2, concept Plan 2a – Marina & Sailing). Ingress/egress to and from the port is proposed via an extension of Angela Street. An unnamed road running parallel to Port Street is proposed to provide access to the sailing center.	6
2b. Marina & Sailing	This plan expands upon the community sailing center concept developed in Plan 2a (see Figure 1.B.3, Concept Plan 2b – Marina & Sailing). Two alternate locations are proposed for a public marina: along the north side of the east quay, and at the inner base of Mole Pier. Access to and from the harbor is treated in the same manner.	7

<b>Table 2-1</b>		
<b>ALTERNATIVE CONCEPT PLANS</b>		
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3. Human Services	The Human Services Plan proposes a comparatively more complex program (see Figure 1.B.4, Concept Plan 3 – Human Services). With the introduction of a public transportation node, focus is drawn to the waterfront at the approximate junction of Angela and Port streets. In close proximity to this junction, human services including a homeless center/job training center and a youth center. Other priority uses including a public market and public open space are incorporated in scattered locations throughout the site. Use of the harbor is maximized with the inclusion of a second cruise ship berth, a boat launching area, ferry terminal, and a public marina.	4
4a. Cruise Port	Like Concept Plan 3, this hybrid cruise port concept plan incorporates a variety of priority uses together with its focus on cruise ship facilities (see Figure 1.B.5, Concept Plan 4ab – Cruise Port). Directly complementing the cruise ship operations, this plan includes a tender dock, tug vessels and a maritime commercial area along the Mole Pier. Maritime uses are expanded with proposed marine use/vessel repair facilities, a ferry parking/assembly area, as well as docking facilities for oceanographic vessels and mega yachts. A variety of other priority uses such as a straw market, a museum, and an amphitheater are also proposed as part of the program. Mindful of potential traffic impacts associated with auto ferry service, this plan proposes limited passenger ferry service.	3
4b. Cruise Port	This plan is the same as Plan 4a, except that it proposes development of automobile ferry service, in addition to passenger ferry service.	5
4c. Alternative Basin	This plan addresses the need to separate cruise ship traffic from small pleasure craft boats through the creation of an alternative maritime basin (see Figure 1.B.6, Concept Plan 4c – Maritime Alternative Basin). This concept also serves to bring the waterfront back into residential areas as it once was.	2
5. Amphitheater and Fort Taylor	The focus of this plan is the reinforced connection between Fort Zachary Taylor and residential areas to the east and improved east/west access between Truman Waterfront and Bahama Village via Petronia and Angela streets (see Figure 1.B.7, concept Plan 5- Amphitheater/Fort Taylor). Other dominant features of this plan are the use of the Seminole Battery as an amphitheater and landscaped picnic area, and the reuse of the enlisted dining facility as a restaurant/culinary school and adjacent hydroponic garden.	5

Note: Figures referenced are contained in the Key West Base Reuse Plan (City of Key West 1997a).

Source: City of Key West 1997a.

The reoccurrence of these elements indicates the community's consensus that these are high priority uses. A continuous harbor walk along the Truman Waterfront is consistent with public access

and passive recreation, which ranked as the highest priorities at the Initial Community Priorities Forum. The proposed educational facilities are also consistent with identified community priorities. Although the public market was not identified at the first forum, participants agreed at this meeting that such a use would directly benefit residents of surrounding neighborhoods.

Following development and refinement of the group concept plans, all workshop participants evaluated and ranked the eight plans based on the following criteria:

- How well have the considerations from the initial priorities forum been addressed?
- How well have the environmental constraints been addressed?
- How will the lands be conveyed?
- How economically feasible are these schemes?

The results of the ranking are presented in Table 2-1.

Using the concept plans that received the highest rankings, and building on key design concepts and public opinions expressed during the Alternatives Generation Workshop, the planning team developed two refined concept drawings to elicit further public input. These alternative plans were presented to the public at the Alternatives Evaluation Workshop on July 26, 1997.

The two plans incorporate the following common design elements, which were expressed at previous public meetings:

#### **Open Space and Passive Recreation Areas**

- Dedication of not less than 25% of the Truman Waterfront as open space and passive recreation areas;
- Creation of a pedestrian and bicycle network (greenway) that allows for ingress/egress to Fort Zachary Taylor, Seminole Battery, Bahama Village, and special districts specific to each design alternative; and
- Creation of a harbor walk along the western quay and portions of the southern quay.

#### **Restoration and Preservation of Historic Sites**

- Restoration of the historic back entrance to Fort Zachary Taylor through demolition of two adjacent Navy buildings. The northernmost building (Building 261) would be preserved and modified to house related uses, including a Fort museum, artifact storage, and administration. Pedestrian, bicycle, and vehicular access to the Fort and adjacent state park would also be enhance; and

- Restoration of Seminole Battery and preservation of adjacent land as open space/passive recreation.

### **Port Operations**

- Continued use of the north Mole Pier for berthing of cruise ships;
- Designation of the central Mole Pier as a potential future cruise ship berth. Additional study by the City of Key West as to potential fiscal, environmental, and quality of life impacts should be conducted before initiating development of this second berth;
- Assignment of the Mole Pier to port-related functions, including berthing of tugs, harbor pilot boats, vessels in distress, concessionaires, and other oceangoing vessels; and
- Relocation of port administration facilities to the south Mole. To meet U.S. Customs and U.S. Coast Guard safety regulations, a secure access point to the Mole Pier would be developed. Public access to the Mole Pier would occur unimpeded when cruise vessels are not berthed at the Mole Pier.

### **Social Services and Job Training**

- Use of the Enlisted Dining Facility (Building 1287) to provide an array of community services, including job training, homeless assistance, and community meeting areas.

The two Refined Concept Plans presented at the Alternatives Evaluation Workshop are described below.

### **Refined Concept Plan A - Public Waterfront**

The central theme of this design alternative is dedication of the waterfront to public access and passive recreation. A continuous, wide promenade would encircle the harbor and would connect with a large public plaza at the southeastern corner. Educational, cultural, and retail facilities would surround the plaza, drawing both residents and tourists. Tenants adjacent to the plaza would include an environmental education center, a maritime marketplace, artisan/craft stores, small restaurants, and other uses consistent with the character of Bahama Village. This area could serve as the new center for the Bahama Village community.

Public recreation and maritime facilities would be along the waterfront north and west of the central marketplace. A 100-slip, public marina, public recreational facilities, and community gardens would be located along the eastern quay, and a passenger ferry terminal would be located along the southern quay.

Southern and eastern portions of the Truman Waterfront would contain low- and medium-density housing as an extension of Bahama Village. Landscaped boulevards would provide pedestrian, bicycle, and vehicular thoroughfares between Bahama Village and the waterfront. A wide

boulevard with recreational facilities in a central greenway would link Bahama Village and Seminole Battery with the waterfront and land uses along the eastern quay.

### **Refined Concept Plan B - Working Waterfront**

This design alternative is based on a vision of an economically diverse working waterfront, which would provide steady, long-term employment opportunities. The design plan is focussed on a working waterfront district along the south quay. This district would contain businesses that complement adjacent marina facilities, such as boat and skiff manufacturing, boat repair and customizing, dry dock and boat storage, ship chandlery, and other light- and medium-industrial uses.

The area south and east of the industrial waterfront district would contain mixed-density residential housing that retains the character of the adjacent Bahama Village. A greenway would buffer the marine industrial uses from nearby residential and recreational uses. This greenway would link to a wide promenade along the eastern quay, where a large public recreation area, public marina, and maritime marketplace would be located.

To the west of the marine industrial site, a cluster of recreational and educational facilities would attract residents and visitors. These facilities would include Fort Zachary Taylor and the existing state park, an environmental education center, amphitheater, passenger ferry terminal, and a concession marina.

Public reactions to these two plans were used to develop the preliminary Base Reuse Plan. According to some forum participants (Daniels 1998, Woolwich 1998), these two plans failed to capture the basic intent or character envisioned by most of the participants of the earlier forums. The public provided critical comments that communicated the missed essence, and the planning team was able to further refine these concept plans into a preliminary Reuse Plan.

### **Adoption of the Federal Base Reuse Plan**

A preliminary Reuse Plan for the Truman Waterfront was developed by the planning consultant using considerations and design concepts generated through the public participation process, an analysis of site opportunities and constraints, and a review of previous community planning efforts for the area. This Reuse Plan for the Truman Waterfront (as a part of the preliminary Base Reuse Plan, which covered all surplus Naval properties) was presented at a public meeting on August 12, 1997. The preliminary Base Reuse Plan was adopted by the City Commission as the proposed Base Reuse Plan on September 16, 1997, and approved by the federal government on August 11, 1998. This Base Reuse Plan was later refined during the Chapter 288 planning process.

## **2.2.2 Development of the Chapter 288 Plan**

The purpose of the Chapter 288 process was to identify and implement changes in local and state regulatory documents or actions needed to implement the previously drafted Base Reuse Plan. The Base Reuse Plan must meet the requirements of the state's Growth Management Act (Chapter 163, F.S.) and the Principles for Guiding Development, as adopted per the Area of Critical State Concern provisions (Chapter 380, FS).

Three public workshops were conducted (May 18, July 20, and November 2, 1998) to identify key issues to be addressed by the Chapter 288 process, and evaluate and refine the conceptual approaches developed by the planning team to address the issues identified. During the Chapter 288 planning process, the following significant changes were made to the federally approved Base Reuse Plan:

- Elimination of the second cruise ship berth at the Mole Pier;
- Conversion of approximately 14 acres (5.6 ha) from residential/commercial development to green space and parks;
- Conversion of 0.5 acre (0.2 ha) of residential area to parking lot; and
- Removal of 3.46 acres (1.39 ha) comprising the Seminole Battery property from the proposed conveyance.

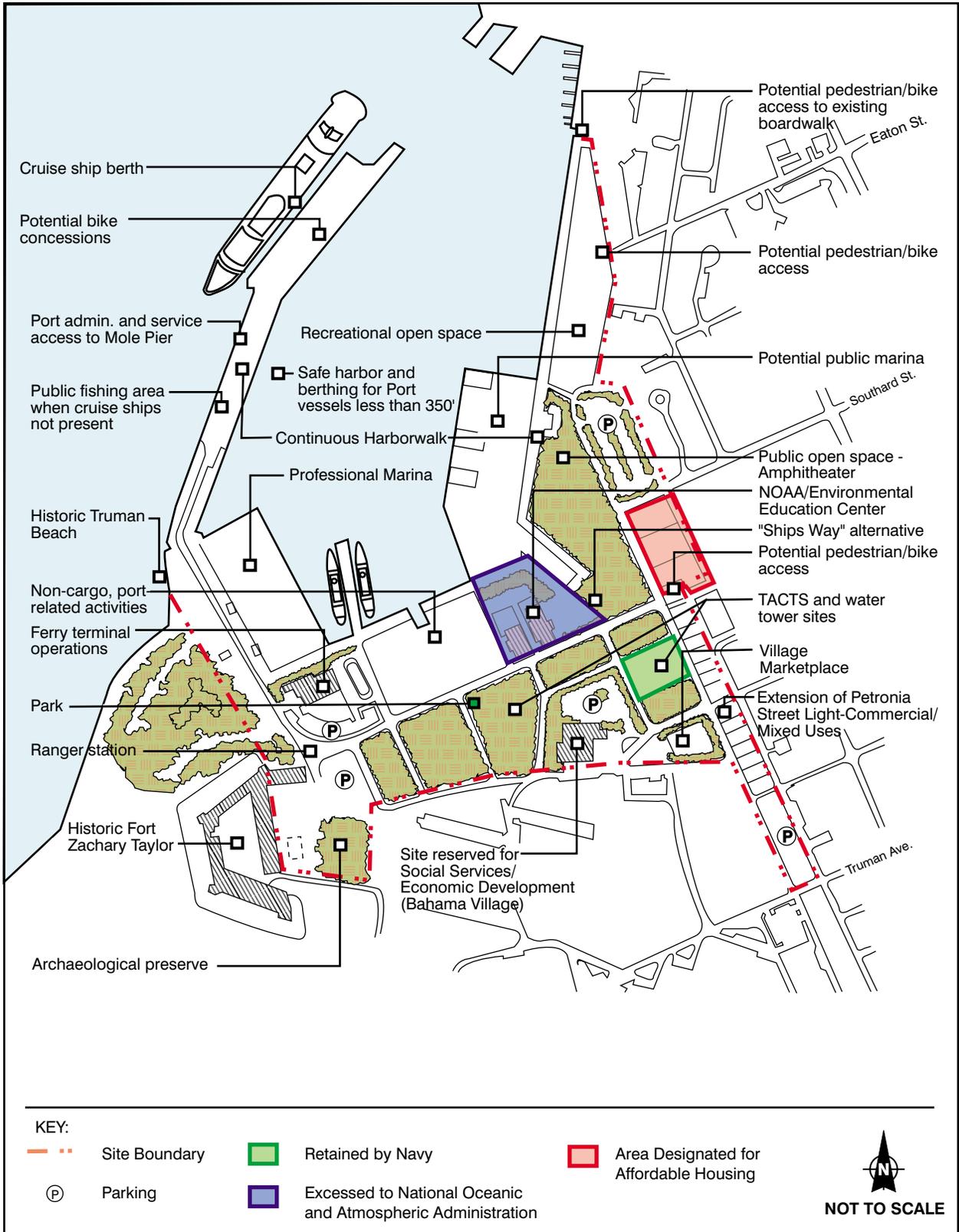
The removal of the Seminole Battery property from the proposed conveyance was a Navy decision unrelated to the City's planning process.

The Chapter 288 Plan was adopted by the Key West City Commission on September 8, 1999. The Truman Waterfront Parcel Concept Plan defined in the Chapter 288 Plan is defined as the proposed action and is referred to as the Truman Waterfront Reuse Plan, or simply the Reuse Plan, throughout this EA.

## **2.3 Description of the Alternatives**

### **2.3.1 Truman Waterfront Reuse Plan Alternative (Proposed Action)**

The proposed Truman Waterfront Reuse Plan is designed to extend the minority neighborhood known as Bahama Village into the property and strengthen the existing community through improved vehicle and pedestrian circulation systems. The proposed land uses generally divide the site into a village component and a harborside, mixed use element (see Figure 2-1). The major features and land uses of the Reuse Plan are described below.



SOURCE: Modified from Bermello, Ajamil & Partners, Inc. 1999.

**Figure 2-1 PROPOSED REUSE PLAN FOR TRUMAN WATERFRONT PROPERTY, KEY WEST**

## **Recreation and Open Space Areas**

A large recreational open space is proposed for the northeastern portion of the site, between the existing Truman Annex Development (an area of the former Truman Annex Naval Station previously disposed of as surplus in 1987 and developed as a residential community in the 1990's) and the eastern quay. This area would offer views of the waterfront; tennis, bocce, and other dedicated sports areas; community gardens; and open areas for field sports or passive recreation. An amphitheater could be developed at the center of this open area for public gatherings, outdoor theater and concerts, or a series of other uses. Several ingress/egress points would be developed along the northern end to provide pedestrian and bicycle access. Possible connections could include a continuation of Eaton Street (for which the Navy has an easement) and a harbor walk connection over Commodore Slip. An area for parking would be provided north of the terminus of Southard Street.

A public marina facility is envisioned for the southern portion of Truman Harbor adjacent to this large park. A mega-yacht berthing area would be designated for the northern portion of the eastern quay, and a small boat facility, protected from wind and wave action by a breakwater, would be located to the south. These uses would provide additional mooring facilities for Key West. The existing boat launch could be modified as a slip for large visiting boats or research vessels.

A second large open space located west of Dekalb Avenue would connect Bahama Village to Fort Zachary Taylor. This open space includes the area surrounding the Tactical Air Combat Training System (TACTS) tower (which is being retained by the Navy), the water tower, and the archeological preserve at Fort Zachary Taylor. Once the Navy changes its utility service, the water tower would be abandoned and possibly demolished. Uses for the large open space area west of Dekalb Avenue could be tailored to meet the neighborhood recreational needs of Bahama Village. This area could also serve as an alternate site for the proposed amphitheater.

Each of these open space and recreation facilities would be linked together by a network of landscaped greenways. One greenway would run along Dekalb Avenue, connecting the waterfront and park area to the park surrounding the TACTS tower and the Bahama Village marketplace.

## **Harbor Promenade**

Designed for use by pedestrians, cyclists, in-line skaters, and other recreation enthusiasts, the Truman Waterfront promenade would connect cruise operations on Mole Pier, Fort Zachary Taylor, passenger ferry operations, the federal interagency visitor center, and recreation and open space areas. Ideally, the Truman Waterfront promenade would be linked at Commodore Slip (northeast corner of the site) through to the existing harbor walk that extends from the Hilton Hotel to Key West Bight. Landscaping and hardscape treatments, pavilions, and lighting elements would all be incorporated into the design of the promenade to create a diverse, safe, multi-use recreation facility.

## **Affordable Housing, Neighborhood Retail, and Social Service Uses**

A central theme of the plan is to remove the perceived boundary between Bahama Village and the Truman Waterfront properties and create a continuous transition between uses and neighborhoods.

The Truman Waterfront property presents an opportunity to assist the City of Key West in meeting a portion of the demand for affordable housing. An area of medium-density housing is designated along the eastern edge of the Truman Waterfront property, between Angela and Southard streets. Housing would be similar in type and style to that found in historic Key West. Housing in these areas could be developed to meet Key West's affordability thresholds.

Light commercial retail areas would serve as an extension of the commercial uses on Petronia Street. These uses would culminate at a village marketplace, an idea first contemplated in the Bahama Village Neighborhood Charrette. Offering Caribbean-inspired shopping, dining, and entertainment, the village marketplace is envisioned as an activity center with appeal to both the Bahama Village community and area visitors, especially cruise ship passengers from the Mole Pier.

A multi-use center providing a variety of social services and economic development enterprises for Bahama Village and other Key West residents would be developed using the Enlisted Dining Facility, Building 1287. Services provided at this facility could include job training, community meetings, educational programs, day care, weekend church worship services, and others.

## **Educational and Historical Activity Nodes**

Diverse, lively points of interest (activity nodes) would be developed to draw both tourists and residents to the Truman Waterfront property. These nodes include the Bahama Village marketplace, the enhanced Fort Zachary Taylor historic property, and the visitor center and administration offices for NOAA and other agencies.

Under this plan, Fort Zachary Taylor would be restored and expanded into a major site amenity and destination. The historic entrance to Fort Zachary Taylor would be restored through demolition of two adjacent Navy excessed buildings (buildings 795 and 284). The northernmost building, Building 261, would be modified to house related uses, including a museum, artifact storage, and administration offices. The entrance to the park, as well as the Ranger Station, would be relocated, and a new parking area would be provided northeast of the Fort. The properties east of the Fort would be dedicated as an archeological preserve.

Two Navy excessed buildings, buildings 112 and 113, which are adjacent to the boat launch at the intersection of the eastern and southern quays, would be reused and expanded to house a federal interagency visitor center and administrative offices for NOAA, USFWS, NPS and other agencies. (This parcel was conveyed by a federal-to-federal transfer and, therefore, is not addressed in this EA,

except for consideration of the cumulative impact of this action in combination with redevelopment of the remaining property.) The facilities would serve as a single location for persons interested in obtaining information or learning about the natural and cultural resources of the Florida Keys. These facilities would front a plaza to the east and a newly landscaped boulevard to the south. Research vessels and boats offering tours to environmental areas could be moored within a new public marina contemplated for the portion of the basin north of the center.

## **Expanded Port Facilities**

As a deepwater port, the Truman Waterfront affords the City a unique opportunity to expand maritime-related activities as well as continue its role as a port of emergency for ships at sea. Mole Pier and Truman Harbor are planned to provide facilities for cruise ships, ferries, and other vessels. The outer Mole berth would continue to serve calling cruise ships, as it has since 1995 under license from the Navy. A shaded public transportation pick-up/drop-off area, as well as a small area for a visitor information kiosk and bike concessions, could be developed on the north Mole.

Berthing areas for port vessels, including tugs and pilot boats, as well as for visiting ships under 350 to 450 feet (107 to 137 meters), would be provided along the north and center inner Mole berths and the northern portion of the eastern quay.

Passenger ferry operations are proposed for the southern portion of Truman Harbor. Through use of the existing pier (Pier 8) that extends from the southern quay, two passenger ferries could be accommodated simultaneously. Ferry ticketing, luggage, and support requirements would be provided through modification and reuse of the existing Navy building (Building 149) located along the southwest corner of the basin. A small parking area and a bus and taxi drop-off are envisioned for the ferry terminal facility along the southern and eastern sides of the building.

Port administration functions would be located in an expanded facility at the southern end of the Mole Pier. Location of these uses in this area would allow for port administration functions to be proximate to the majority of port activities. To meet U.S. Customs and U.S. Coast Guard safety regulations, a secure access point to Mole Pier could also be developed at this point or another appropriate area. Public access to the northern portion of the Mole Pier would occur unimpeded when a cruise vessel is not berthed at the outer Mole berth.

The port would also administer an area located along the southern quay that could be leased for light- and medium-industrial marine uses, such as boat and skiff manufacturing, customizing of boats, repair, dry dock, boat storage, riggings, chandlery, and other activities. Bare-boat charter operations may also be feasible on this site.

## Multiple Ingress/Egress Points

Uses proposed for the Truman Waterfront property would generate vehicular traffic, which would be distributed over several ingress/egress points, including Southard Street through Truman Annex Development and Petronia Street, Olivia Street, and Truman Avenue through Bahama Village. Angela Street would be opened to pedestrian and bicycle access only. Traffic associated with cruise ship activities could be routed along Petronia Street, giving increased visibility to Bahama Village and its retailers. Traffic could be moved north-south along an improved Dekalb Avenue, which would feed traffic to the northern portion of the site and to a new landscaped boulevard that would service uses along the southern quay. The Navy has continued plans to use Eaton Street for access on an as-needed basis.

The maximum development potential achievable under the Truman Waterfront Reuse Plan is summarized in Table 2-2.

<b>TRUMAN WATERFRONT MAXIMUM DEVELOPMENT POTENTIAL</b>		
<b>Type of Development</b>		<b>Development Potential</b>
<b>Buildings</b>	Residential	67,483 ft <sup>2</sup> (6,269 m <sup>2</sup> ) (69 dwelling units)
	Office	111,173 ft <sup>2</sup> (10,328 m <sup>2</sup> )
	Retail	145,499 ft <sup>2</sup> (13,517 m <sup>2</sup> )
	Industrial	66,382 ft <sup>2</sup> (6,167 m <sup>2</sup> )
	NOAA/Environmental Education Center	25,000 ft <sup>2</sup> (2,323 m <sup>2</sup> )
	Social Service/Economic Development	25,000 ft <sup>2</sup> (2,323 m <sup>2</sup> )
<b>Port Facilities</b>	Ferry Terminal Operations	20,000 ft <sup>2</sup> (1,858 m <sup>2</sup> )
	Professional Marina	30 slips (avg. length = 40 feet) <sup>a</sup>
	Public Marina	150 slips (avg. length = 25 feet) <sup>a</sup>
	Cruise Ships	1 berth
	Ferry Boats	2 berths
	Mega-Yachts	10 berths (min. length = 60 feet) <sup>b</sup>
<b>Parks</b>	Open Space/Sports Areas	24.88 acres (9.96 ha)
	Addition to Fort Zachary Taylor	5.67 acres (2.27 ha)

Source: City of Key West 1999, Hamlin 1998.

<sup>a</sup> City of Key West 1997a

<sup>b</sup> City of Key West 2000

Key: ft<sup>2</sup> = square feet  
ha = hectare  
m<sup>2</sup> = square meters  
NOAA = National Oceanic and Atmospheric Administration

Note: This maximum development potential is presented for impact analysis purposes, however, this scenario represents a level of development that would be difficult to attain due to development restrictions imposed by local, state, and federal government regulations. Also, this scenario makes no adjustment for non-buildable areas such as road right-of-ways, easements, etc.

### **2.3.2 No Action Alternative**

The No Action Alternative would entail limited, intermittent use of the Truman Waterfront and retained ownership of the property by the U.S. Government. The property would be placed in caretaker status to limit deterioration of existing facilities and ensure public safety. A caretaker/maintenance staff would be responsible for protecting the property, maintaining grounds and buildings, and operating utilities as needed. For example, the Navy would continue to intermittently use the Mole Pier and eastern quay to moor military vessels. Also, the Navy would continue to license the outer Mole berth to the City of Key West for berthing cruise ships. Therefore, the Mole Pier utilities and access roads to the Pier would have to be maintained by the Navy.

Implementation of the No Action Alternative would be inconsistent with President Clinton's Five-Part Plan for Revitalizing Base Closure Communities as implemented by Title XXIX of the National Defense Authorization Act for Fiscal Year 1994, Public Law 103-160 (The Pryor Amendment). The No Action Alternative would result in the Navy retaining ownership and liability for the property while deriving limited use and revenues generated from the license with the City. This alternative would deprive the local community from making productive use of vacant waterfront property, which is a very scarce resource in this island community.

## **2.4 Rationale for the Proposed Action**

The No Action Alternative would not allow the City of Key West to implement the community's vision for reuse of the Truman Waterfront property. Although implementation of the No Action Alternative would not affect environmental conditions, the land would remain vacant and unused, which is inconsistent with the Key West Comprehensive Plan. Transportation, public utilities, and community services would not be affected by this alternative.

The No Action Alternative would not result in significant economic impact to the City. Furthermore, the No Action Alternative would not be in accordance with the 1995 BRAC decision for realignment of NAS Key West.

The Truman Waterfront Reuse Plan Alternative (Proposed Action) would not be expected to result in any adverse significant impact to environmental or socioeconomic resources. The Proposed

Action would increase available open space and recreational facilities, expand the City's use of the Truman Waterfront for port activities, enhance economic opportunities for Bahama Village and restore historical connections between Bahama Village and the waterfront, and provide needed affordable housing and community services.

The LRA, through extensive public participation, has selected this concept as the preferred plan in the Key West Base Reuse Plan and Chapter 288 Plan. Therefore, the Navy has identified this as the Proposed Action for the purpose of this EA.