# BAHAMA VILLAGE NEIGHBORHOOD CHARRETTE

**DRAFT** REPORT PREPARED FOR THE RESIDENTS OF BAHAMA VILLAGE

HARRISON RUE CITIZEN PLANNER INSTITUTE & DAN WILLIAMS

CENTER FOR URBAN & REGIONAL DESIGN

WITH

DAVE HOLTZ - CENTER FOR MARINE CONSERVATION VIVIAN YOUNG - 1000 FRIENDS OF FLORIDA JOHN LAMBIE - FLORIDA HOUSE INSTITUTE DESIGN TEAM

JAIME CORREA, ERICK VALLE, ESTELA VALLE, CHRIS JACKSON, ADAM DEMLER, DAVID SWETLAND

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## CHARRETTE BACKGROUND

On May 9-10, 1997, the Center for Marine Conservation sponsored a community design charrette for the Bahama Village neighborhood of Key West, with assistance from The Bahama Conch Community Land Trust and funding from the John D. and Catherine T. MacArthur Foundation. The Saturday charrette was preceded by a Citizen Planner workshop on May 1 to train participants in basic urban design, traffic calming, and sustainability principles. Preparatory meetings with community members, business owners, and city planning officials were held in March to plan the charrette.

The community design charrette was intended to add to previous planning efforts, particularly the Bahama Village Redevelopment Plan (Thaddeus Cohen & Sienna Leon), with a particular emphasis on combining neighborhood residents' concerns with local and regional environmental and sustainable development issues. Bahama Village is directly adjacent to the Truman Annex portion of the Naval Air Station, declared surplus by the federal government and undergoing the Base Realignment and Closure process. The City of Key West has engaged an engineering firm to develop a Final Base Reuse Plan. The charrette was conceived as an alternative, neighborhood-based effort to give residents a creative voice in the reuse planning process. This report can be used by residents as a focal point for continued discussions and input into the final plan.

Bahama Village has been a viable community for five generations, with a history of over 150 years, although the Bahama Village name was officially adopted only in 1988. The neighborhood is developed in historic patterns, with almost 500 lots covering over 50 acres. Much of the neighborhood is in a designated National Register Historic District, and the majority of residential structures are identified as contributing to the historic character of the district. The majority of charrette participants were long-term neighborhood residents. Other groups represented included the Land Trust, church leaders, Habitat for Humanity, bicycle and pedestrian activists, historic preservation professionals, city and state planning officials, and tradespeople. In fact, several of the participants had worked on the base for years. Participants were very enthusiastic about using this neighborhood-based planning effort to develop win-win solutions for community problems and for the base redevelopment, rather than taking the typical not-in-my-back-yard approach.

#### WHAT WE DISCOVERED

We discovered one of the most vital and interesting residential neighborhoods in the Keys. Although bordered by the tourist-oriented Duval Street (with a concentration of t-shirt shops and bars) and the already-developed portion of Truman Annex (gated high-end residential), it is a great example of a livable neighborhood. It is certainly threatened by potentially incompatible development, both at the base and within the neighborhood. The greatest threat to the neighborhood's cultural cohesiveness is probably redevelopment and neighborhood improvements themselves, if carried out without extreme attention to policies and procedures that enable long-term residents to remain in their community despite significant increases in property values and taxes. Despite these concerns, the neighborhood is a jewel-in-the-rough, waiting for appropriate polishing and protection. Examples of appropriate design solutions for most of the identified problems already exist within or near the area.

#### **NEIGHBORHOOD STRENGTHS**

- It has good bones. Unlike in the typical suburban community, or the newer Key West neighborhoods, most buildings relate well to each other and to the interconnected network of streets. There are visibly defined centers at key intersections, and clear edges. Community facilities, daycare, and churches are centrally located.
- It has a mix of uses. Residents can walk to schools, churches, and nearby commercial shops and services. Many housing types are included, although largely single-family. The majority of the area is pedestrian-scaled residential buildings.
- It has appropriate density -1) for effective transit service to other commercial and employment centers 2) to make walking and biking efficient and enjoyable, and to make the neighborhood accessible for children, the elderly, and differently-abled; 3) to minimize capital, operating, and repair costs for infrastructure; and 4) to reduce impact on the regional biosystem, and serve as a counter-example current development patterns in the Keys. It has limited room to grow in order to capitalize even more on these advantages, unless expansion into the Truman Annex base is allowed.
- It is historically based. Although the neighborhood make-up is changing rapidly due to development pressures (along with the rest of Key West), there is an active core of long-term residents, many of whom attended the charrette. This continuity and viability will be directly dependent on the ongoing availability of a variety of housing types, renovation services, and improved job and business opportunities as outlined above.
- It is economically viable and sustainable, if residents and policy-makers continue to make the right decisions. The primary engines driving the local economy (the constant presence of sun and water) are ongoing, naturally sustainable forces. The related secondary forces (tourism, retirement income) are entirely dependent on choices the community makes about how it grows and develops and whether it continues to be an attractive, livable place. The character and culture that is most attractive to tourists is also most threatened by redevelopment.

# **PROBLEMS AND OPPORTUNITIES**

# Problems and concerns identified by participants

• Young peoples' future and jobs are in question.

• Lifestyle/Bahamian flavor of the community should be maintained. Development should retain sensitivity to existing architecture. Will the integrity of the old conch houses be preserved?

• Displacement of people who live here now is a major concern. Can there be a tax cap for inherited property to prevent old timers from being squeezed out of their homes?

• The Navy took black-owned land without appropriate compensation; heirs have not been offered excess land. Whole streets were taken.

• Bahama Village should not turn into another Duval Street. Business opportunities for Bahama Village locals should be emphasized.

• How many businesses should be brought into a residential community? Do people want to live next to businesses that are brought in? Will businesses increase the property value of the street, thus driving out more people?

• Traffic problems caused by tourists in rental cars; suggest limiting/ regulating tourist auto rental (make it easier & more enjoyable to walk & take transit).

. How many of the residents will have input into any changes in the village?

• Neighborhood transportation industry is monopolized by one corporation- can this be stopped? More affordable mass transit is needed, not only for tourists. Parking in neighborhood is poor.

• Pedestrian safety (kids, elderly) is already a concern; will be worsened with base redevelopment.

# Opportunities and strengths identified by participants <u>Civic/Cultural/Education</u>

• Excellent location and good accessibility to community facilities and services (except major commercial shopping). Six churches, Frederick Douglas Community Center, Roosevelt Sands Health Clinic, Wesley House Day Care Center, Seniors Nutrition Center, Martin Luther King Community Center, Nelson English Park, and several smaller mini-parks are centrally located. The Seminole Battery is a potential historic/ recreational site on the Navy Base directly adjacent to the neighborhood. Fort Zachary Taylor State Park offers nearby beachfront, but with indirect access and entry fees required.

• Community history in music should be rediscovered and restored- places for informal teaching and performing should be identified.

- Strong neighborhood and family roots and history.
- Navy base/port used to be a natural system- could be restored.

#### Economic Opportunities

• Need a marketplace to sell community-grown & locally made products; create jobs and entrepreneurship opportunities for residents. Craft shops for Caribbean/Bahamian crafts. Enable/encourage residents to market out of their home/ off porch (amend zoning if necessary to encourage home-based businesses. Encourage local souvenir & handicraft production, sewing/tailoring, in-home dining (licensing could be a problem), bike repair shop.

• Develop locally based waterfront industries at the port: fishing charters, snorkel trips, fish market.

• Create a skill center to provide vocational/ technical training. Use existing knowledge base-Bahamian old-timers could teach historically appropriate building renovation techniques. Business incubator could support and train cottage industry startups.

• Recognize opportunities available in ecological restoration and sustainable development: planting seagrass; valuing, preserving & restoring existing cultural landscape; large scale composting (to minimize dump usage and help create scarce soil); landscape installation and

maintenance specializing in locally & historically appropriate plantings. Make connections with NOAA.

• Establish business specializing in energy conservation retrofits for older houses- shade awnings, metal roofs, roof painting, insulation, appropriate shade tree plantings, solar hot water heaters. Address financing issue for HW heaters- at County-wide level with utility companies. Start business to recycle/reuse salvaged historic materials for preservation projects.

• Identify neighborhood & base heritage trails and tours; train at-risk youth to give tours (golf carts, pedicabs, jitney).

• Identify and remove regulatory impediments and establish business opportunities to reduce reliance on imported water: restore/reuse cisterns; install water conservation plumbing fixtures; reuse greywater for irrigation; build and market simple solar distillers; encourage use of pervious surface (bricks, pavers, sand) rather than asphalt or concrete, for parking & walkways.

• Encourage City to create neighborhood-based crew for minor public works, cleanup, self-policing (ambassadors of goodwill).

## <u>Housing</u>

• First-time homeowner programs are needed for long-time residents who are renting. Too many of the properties are becoming rentals.

• Existing housing stock is historic and provides many types of dwellings, but is generally in need of repairs. These conditions are an opportunity for groups like the Land Trust to provide on-the-job training in restoration skills for local youths.

• The existing public and Section 8 housing doesn't fit in with the neighborhood character. It could be adapted (both buildings and site) to fit in with neighborhood architecture and street grid.

- More senior housing is needed to enable long term residents to stay in the neighborhood.
- Restore historic street grid (per Sanborn maps) as part of base redevelopment.
- Explore rent controls?

#### Agriculture/food production

• Develop produce marketing coop for specialty items, targeted at restaurants, shops and cruise industry. Create coop commercial kitchen for making jams, jellies, candy, baked products, barbecue, smoked fish. Encourage small-scale urban agriculture. Market local knowledge of 'yard medicine'.

• Maintain existing neighborhood poultry stock to preserve character, provide fresh egg sales , fresh meats. Introduce small backyard flocks of Auracana chickens to provide distinctive blue-green eggs. Seek flock management/ technical assistance from U FL School of Agriculture.

• Provide reasonable-cost access to port docking for local Bahama Village fishermen on the base, to restore the original maritime/fishery theme of the community, and reinforce (to tourists) that locally caught fish is available in the restaurants.

• Create a conch farm in the area of the base that was filled in as part of restoration of original natural systems. Explore hydroponics/ aquaculture/ container gardening for specialty crops (soil is shallow, mostly hard coral rock; food is imported from a distance).

## **Transportation**

• Plan for alternative modes of transportation that fit Bahama Village. Do not make the car the primary source; design for a walkable and bicycling community. Provide for affordable mass transit.

• Improve transit connection; increase convenience of park & ride options for tourists, to minimize auto traffic in Old Town. Link base and neighborhood redevelopment with existing plans for Bikeways.

# SUMMARY OF RECOMMENDED ACTIONS

The charrette team recommended concentrating implementation efforts on a few initial model projects in order to focus community attention on visible locations, maximize available resources, and demonstrate the principles and practices outlined in this report. Since the base closure process will steer larger scale public redevelopment, we have included several projects and ideas that would require long-term efforts. This draft report summarizes several of these options that were identified by residents during the charrette. We suggest that the community continue to discuss these ideas informally for potential inclusion into the Base Realignment and Closure and Bahama Village redevelopment plans.

#### 1. Marketplace/ Port Redevelopment

A Community Marketplace should be developed on the portion of Truman Annex adjacent to Fort Street; this corridor would be an extension of Petronia St. The market street and square would be aligned on a view corridor of Fort Zachary Taylor, leading directly to the Fort. The development pattern for this district should mirror conditions in Bahama Village (a mix of building types and varied density, respecting the streetfront and each other), and it should be detailed as an extension of the neighborhood. While the bulk of new buildings could be designed in relation to the neighborhood's Caribbean character, some of the larger buildings (which should be adaptively reused).

Visitors to the Fort area would be led through the lively marketplace district, with shopping focused on locally produced handcrafts, and Caribbean-inspired restaurants and entertainment. The filled area surrounding the port would be removed, reclaiming the original harbor around the Fort. The Fort would be reached over a landscaped causeway leading directly from the marketplace, in a similar fashion to the 1880's bridge used to access the Fort prior to the landfill operation. Narrow channels would be cut between the existing harbor and the new 'fingers' around the Fort, as well as across the causeway, to allow natural tidal flow and help prevent stagnant water.

This restored waterfront area would reintroduce the harbor toward its original relationship with the Bahama Village neighborhood. The area around the old dining hall would be on the new waterfront. The Community Marketplace would also serve as the entryway to Key West for tourists arriving on cruise lines docked at the port, leading through Bahama Village to Old Town through a lively maritime-centered workplace district. As platted, buildings could be built by individual business owners over time, or developed as whole blocks on a larger scale. The area should be mixed-use, continuing Bahama Village's historic tradition. Housing should be suitable for a busy workplace and commercial district- apartments above stores, artisan's studios, and townhouse-style apartments or condos.

This portion of the base that is redeveloped should be done at a density slightly greater than the neighboring largely single-family area for two reasons:

- To create a public space, Marketplace Square, full of activity and framed by interesting buildings.
- To allow other parts of the base land (harbor, greenway, and salt marsh) to be restored as natural areas or used as much-needed open space, increasing the value and usefulness of the remaining developable land.

# 2. Greenway/ Open Space Connections

While their are many community facilities and small vest-pocket parks in the Bahama Village neighborhood, there is little nearby land available for active recreation and connection with natural systems. The neighborhood has been closed off from the water to the south and west by the fenced-in Navy Base, and by the walled-in redevelopment of Truman Annex.

To restore the neighborhood's connection to the water and provide much needed open space for the entire community, a Greenway should be developed along Fort Street at the western edge of the neighborhood. The northern portion would connect with bicycle and pedestrian routes already identified by the city, and lead through the Marketplace Square area to the Seminole Battery. The land at the southern end has not yet been identified as surplus by the Navy. Should this happen in the future, the greenway would extend south to the water, and connect directly with Fort Zachary Taylor State Park and the beach. It would also connect with the southwest portion of the base area identified as suitable for reclamation as a salt marsh (see Natural Systems Restoration).

The Greenway would serve as an active buffer along Fort Street between the existing residential neighborhood and the potentially more intensive base redevelopment. It could be used for multiple activities- the Seminole Battery Amphitheater and associated interpretive activities, farmer's market, even community garden plots.

# 3. Housing

There are no simple solutions to the affordable housing crisis affecting both Bahama Village and Key West as a whole, particularly with currently limited permits for new construction. For Bahama Village residents, Key issues include:

- Improving existing housing conditions, and housing opportunities, without increasing taxes enough to force long term residents out of the neighborhood.
- Capitalizing on construction and renovation employment opportunities associated with both neighborhood and base redevelopment.
- Providing additional housing opportunities for neighborhood residents, allowing young families starting out, or seniors, to remain in the neighborhood. This should include both rental and homeownership.
- Ensuring new construction within and near the neighborhood follows historically appropriate site planning principles (even if the buildings are modern), maintaining the character of neighborhood streets.

These concerns might be addressed in a series of short-term and long-range strategies, including:

- A coordinated effort to maintain and restore the existing housing stock. Renovation work should be combined with vocational skills training, particularly for historic houses. Construction skills could be taught as part of an organized program (like YouthBuild) through a nonprofit like the Bahama Conch Community Land Trust, or in conjunction with an apprenticeship program with existing restoration contractors. The latter could be required for any contractors hired to work on city-funded neighborhood redevelopment projects. One program worth checking on is a construction training course for at-risk youth in Gainesville.
- The risk of displacement due to increased property values and higher taxes should be addressed in several ways:
  - 1) Enable existing low to moderate income homeowners to improve their properties with low-interest second mortgages that wouldn't be paid back until the property is sold, and might be forgiven over 15 to 20 years. This funding could be leveraged by doing part of the work through the training program.
  - 2) Develop a program to hold back increases in property taxes for a specified period for targeted properties (low-to-mod income homeowners, long-term residents, etc); improvements would not be considered in assessments.
  - 3) Develop/restore housing with the land trust model; the development potential of parcels held in trust would be limited, forestalling tax increases based on a property's possible future development.
- Purchase the privately-owned housing project between Emma and Fort Streets; this is currently out of scale and incompatible with the rest of the neighborhood. It should be renovated as part rental, part first-time homebuyer, to give young families an entry point into homeownership, and help provide stability to those blocks. One or two buildings might be set aside for seniors. The site plan should be modified to match the surrounding street grid, providing private front and back yards for the units and parking in front, rather than in outlying lots. Exterior facades should be dressed up with porches and siding/trim treatments in keeping with the historic vernacular, and varying from building to building, to lose the 'project' look.
- Establish a homebuyer's assistance program in cooperation with local government and funding institutions that would encourage owner-occupied rental units, rather than absentee ownership.
- Encourage infill development on some of the remaining vacant properties, again as part of the construction trades training; use the Land Trust model to help with long-term affordability. Maintain compatibility with existing neighborhood development patterns.
- Develop new housing in part of the Truman Annex redevelopment, particularly around the Community Marketplace District. This could follow the patterns established on parts of Duval street, with units above the shops & workplaces, and houses/townhouses behind on the quieter streets.
- If and when it is deemed surplus in the future, reclaim as part of the neighborhood the area south of Amelia and west of Thomas and Whitehead. Extend Fort, Emma, Howe, Catherine, and Louisa Streets to restore the neighborhood fabric and connect the residential area directly to the southern waterfront. Infill housing could be developed

along the 'new' blocks. Most of the existing Navy buildings could remain until their useful life was over (five or six would be dirctly in the way of the extended streets). This block pattern was apparently originally part of the neighborhood, per old Sanborn maps, and should be restored to the Bahama Village neighborhood as a matter of social equity. The land between Louisa Street and the water should be reclaimed as an open public beachfront park, and would be connected to the Greenway.

## 4. Skill Center/ Business Incubator

There is strong community interest in creation of a combined Skill Center and Business Incubator. Many of the residents' concerns were focused on entrepreneurial activities, cottage industries, and trade skills that would enable neighborhood residents to take advantage of the bustling tourist economy, base redevelopment, and environmental restoration opportunities.

Rather than wait for a location on the base, residents are interested in redeveloping the Band Room, a small building formerly part of Douglass Elementary School. This is located on Fort Street, adjacent to the proposed Community Marketplace, Seminole Battery, and the Greenway. Another option with more room would be the nearby electric company complex.

This facility could offer skills training and business development support for:

- Construction, restoration, property maintenance and decorative skills focused on traditional Bahamian and Key West construction techniques. Business spin-offs could include a historic building materials salvage and recycling center; property maintenance company; building restoration company, and trained labor crews for other contractors.
- Eco-businesses focused on sustainable development, energy and water conservation, and environmental restoration opportunities: landscape installation and maintenance using locally appropriate, water-conserving plants; water-conserving plumbing retro-fits; energy conservation retro-fits; environmental restoration skills (recreation of natural systems like planting seagrass, removing invasive species, etc.); repairing and restoring cisterns.
- Support for handicraft and food production, including assistance with regulatory requirements (a central coop kitchen might be appropriate).
- Businesses and skills focused on tourism: historic interpretive tours (walking, golf cart, pedicab, jitney); bicycle repair and rental, etc.

# 5. Seminole Battery

The Seminole Battery along Fort Street should be restored as an historic site and central starting point for tours of Bahama Village and Fort Zachary Taylor. A natural amphitheater could be created between two of the structures for community events and festivities.

# 6. Natural Systems Restoration

As part of the planned improvements to Bahama Village's infrastructure, and future base redevelopment, consideration should be given to cleaning stormwater runoff before it enters the water. A natural system of waterways and small hydric parks could be created along the Greenway and within the neighborhood. After percolating through a series of small ponds, the stormwater would enter a restored salt marsh at the southwest edge of the Navy property.

Although a man-made system, this recreated wetland would mimic the natural system that existed before the base, cleaning run-off and excess nutrients before entering the sea. This would help protect the fishing industry and help to keep the beach and waterfront areas more attractive. The greenway/hydric park system would slow runoff to maximize recharge of the aquifer (underground water storage tapped by wells). Although current water is provided by the aqueduct, this underground aquifer is an important emergency and long-term water source. In addition to its usefulness as open space and low-cost water treatment plant, the restored saltwater marsh could be used to develop a conch farm, raising food for sale to local restaurants.

# 7. Streetscapes & Traffic

Redevelopment of the Bahama Village neighborhood, and of the areas of the Truman Annex base that are contiguous, should comply with several key principles that are based on existing neighborhood development patterns, along with current knowledge of what works to make liveable, successful communities:

- Consider the needs and comfort of people on foot over those in automobiles. Making traffic move slower, rather than faster, is a plus in this type of neighborhood. Tourists should be encouraged to meander through the streets and lanes rather than cruise through quickly. Ocean Drive, in Miami Beach's Art Deco District, was narrowed several years ago, and the sidewalks widened. It has since become one of the most successful and valuable tourist destinations in the country, while remaining vital and interesting for residents. The traffic moves past sidewalk diners at a crawl.
- Restore the activity level at intersections; historically, this included a pattern of neighborhood commercial or civic facilities at alternating intersections. The zoning still allows this. The sidewalks should be widened (bulbed-out) at intersections to allow space for sidewalk vendors, sidewalk dining at restaurants, and allow safer crossing by pedestrians.
- Concentrate redevelopment activities on key streets at first, to reinforce and build on multiple efforts. A primarily commercial street like Petronia, and a typical residential street should be selected.
- Add native shade trees along all streets where possible, to protect pedestrians from sun, rain, and off-course autos. These would help to lower overall temperatures and save significantly in energy consumption for air conditioning, while increasing property values. Require appropriate tree plantings at street edge of all new projects.
- Protect the neighborhood form by requiring all new buildings to front the street, with parking behind. Protect neighborhood character by encouraging historic preservation. Protect neighborhood diversity and mix of uses through careful analysis of any proposed zoning changes. Consider purchase of key neighborhood locations (held by non-profit or land trust) to assist in developing local service businesses.

# 8. Gateway Entrances

The neighborhood is already distinguishable in character from the surrounding tourist-oriented development of Old Town, both by its Bahamian architecture 7 color scheme, and by the 'feel' of the place- the informal sidewalk marketing, roosters at Blue Heaven, street activities, etc. These differences should be encouraged and strengthened by 'gateway entrances' that put visitors on

notice that they are in a place with different rules - walking in the street allowed, motorists on the alert (or out of their cars to join the fun!).

We playfully drew large roosters and pineapples as identifying figures at the Petronia entrance and the Marketplace. The images chosen should be carried out at key entrances, and designed to draw people in rather than imply exclusivity.

# IMPLEMENTATION

Although the Bahama conch Community Land Trust and other organizations have helped to focus attention on the neighborhood, and should continue to help shape the community's input into an effective, informed voice, the primary responsibility for making these projects happen lies within the public realm. Successful implementation will require input, approvals, and funding from multiple County and State departments and agencies. Palm Beach County should appoint a department or individual with line authority to coordinate and direct all public improvements affecting the neighborhood, from storm drainage to landscaping, traffic controls to lighting, parks to paving. This is particularly important in order to incorporate as much of this neighborhood input into already planned and funded infrastructure improvements.

The CDC and Community Group should assist the County by continuing to educate residents about the charrette findings, and by organizing ongoing community input into project implementation. This could take the form of:

- Individual design workshops/workdays for each project, combining citizen education about design options, drawing-in-the-field, even laying out options full-scale in blocked-off streets. The latter technique can work like a giant chess game, fully involving all participants in the design process.
- 2) A second-phase neighborhood charrette, sponsored by the County, to create an official master plan for the Flamingo Park Neighborhood, including detailed designs for desired improvements, and incorporating all existing public works, parks, and traffic improvement plans.

# **Traffic Concerns**

Residents are very concerned about the perceived conflict between the free flow of auto traffic and the ability of people of all ages and abilities to get around the neighborhood on foot, by bike, or in a walker or wheelchair.: the typical road "improvement" installs asphalt and concrete covering much of 50' to 70' wide right-of-way (R.O.W.). In addition to wasting excess dollars on paving (and repaving) and degrading the environment (excess runoff into the canal and ocean), such streets literally cause drivers to go faster while doubling the distance pedestrians have to cross.

These problems will continue to worsen if traffic planners continue to use highway-based planning standards for public improvements, rather than those more appropriate for quiet residential neighborhoods. Traffic-calming decisions for the Bahama Village neighborhood should be made in concert with an overall policy that recognizes:

- 1) Traffic speed is governed by the road design, not by signs. People travel over the limit on Church Street or Central because they are designed for higher speeds: wide lanes, unimpeded sight-lines, buildings & sidewalks set-back. State-of-the-art traffic engineers have shown that, while the most traffic flows most freely at around 30mph, you can move as much at 20mph as you can at 40mph. Of course, one key is to make the experience pleasurable even for the driver: studies show that drivers perceive an interesting, delightful slow drive to take less time than a crowded thoroughfare.
- 2) These are clear life-and-death decisions, not just quality-of-life. A middle-aged person hit head-on by a car at 40mph is highly likely to die; at 20mph, she is highly

likely to survive. For our elderly citizens, not only does the likelihood of survival decrease, they're just plain more likely to get hit- by not being able to cross quickly, or to perceive an oncoming vehicle's speed. Auto -related fatalities (driver or pedestrian) are the #1 cause of death for people age 2 to 24; a young person is <u>three</u> times more likely to die from a vehicular accident than from drugs.