City of St. Augustine

A Pilot Evaluation of Neighborhood Character

Flagler Model Land Neighborhood

Final Report

September 28, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Table of Contents

"A Community's physical 'form' is its most intrinsic and enduring characteristic"

Peter Katz
Town Planner/Architect

INTRODUCTION

Established in 1565, St. Augustine has the honor of being the Nation's Oldest City. Because of its historical heritage and unique character, St. Augustine is a treasure to residents and visitors alike, making it one of the most beloved cities in the entire country. The City boasts a variety of historic tourist destinations, including the Castillo de San Marcos and Flagler College. In addition, the ambience of the small streets and architecture within the Spanish Quarter creates a memorable experience. However, the City is much more than a tourist destination. For many people, St. Augustine is home. Since the late 1800s, thirteen distinctive neighborhoods (See Map 1, City Neighborhoods) have been established, each having unique qualities that reflect the time periods in which they were developed.

Like many cities, St. Augustine has experienced changes as a result of rapid growth and suburbanization. Over the past 50 years, this phenomenon has altered the established pattern of development. These changes have occurred slowly and subtly, but have accumulated over time to the extent that the impacts have become much more evident. The nature of these changes has compelled the City Commission to evaluate the existing regulatory framework and to develop solutions that will preserve the character of St. Augustine's neighborhoods. The Commission recognizes the necessity of addressing the City as a whole, and not just to protect and preserve the City's designated historic areas. They realize it is equally important to maintain a sense of place and belonging within every neighborhood, which will improve the quality of life for all of St. Augustine.

To address these issues, the City Commission has chosen to undertake an assessment of the City - beginning at the neighborhood level - by conducting a pilot evaluation of a typical neighborhood. This requires an extensive assessment of the neighborhood's context to understand its composition and to determine how positive and negative characteristics may be utilized to enhance the quality of life for its residents. Although meetings have not been held with the neighborhood residents for this pilot evaluation, it is mandatory to obtain input from residents during each neighborhood evaluation. This process is facilitated through a charrette approach, which requires several meetings with residents to identify issues and solutions and to formulate recommendations.

Due to its unique character, the Flagler Model Land (FLM) neighborhood was recommended by the City's Planning Department to be used as the prototype neighborhood for this evaluation study. Its attributes include its distinction of being one of the City's oldest neighborhoods (See Map 2, City of St. Augustine), its complimentary mix of land uses, its variety of residential densities, its direct relationship to historical districts, and its extensive network of streets that range from fifteen-foot wide rights-of-way to 100-foot wide boulevards.

This neighborhood evaluation excludes the small area in the Flagler Model Land west of the San Sebastian River, which is primarily comprised of businesses that front the intersection of US-1 and King Street. This decision was based on the division in the neighborhood created by the San Sebastian River that separates the largest portion of the neighborhood to the east from the smaller area located west of the river.

What makes cities and/or neighborhoods unique and memorable is that they provide a sense of place. A sense of place is created by the assemblage of a set of interdependent elements, including building type and function, private frontages, and streetscapes. The area in our cities and neighborhoods most affected by this assemblage of elements is the public realm. The public realm is defined as those parts, or spaces, of the urban fabric, that are held in common, such as thoroughfares/street right-of-ways, plazas, squares, parks, and civic buildings/spaces. The public's perception of a city is predominantly experienced from that city's public realm. Therefore, the fundamental key for any city is to establish active, vibrant public realms that provide a pleasant experience.

This pilot evaluation of the FML neighborhood will assess the neighborhood's existing context and provide recommendations to prevent undesirable neighborhood change, while improving the quality of life and livability for its residents and the City. The following list outlines the general components of the pilot evaluation:

1. An assessment of the existing land use and zoning codes.
2. An inventory of its physical attributes, i.e., current existing uses, building heights, building character, street/right-of-way widths, on-street parking, sidewalks, tree canopy coverage, building relationships to the street, building relationships to each other and the state of the public realm.
3. Identification of its strengths, weaknesses, opportunities and threats (SWOT) as interpreted by the City Planning Department and the consultant, Prosser Hallock, Inc. However, it is imperative that the SWOT analysis be developed in conjunction with a public charrette workshop to obtain input and recommendations from neighborhood residents.
4. Recommendations for addressing the stakeholders' issues and the assessment of the neighborhood's context will be incorporated into a prescriptive design code to be combined with the City's existing Development Code.

Source: Aerials Express 2004, City of St. Augustine

EVALUATION OF NEIGHBORHOOD CHARACTER

City Neighborhoods

0 0.5 1 Miles

September 22, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 1

EVALUATION AREA

The area for this pilot evaluation is the Flagler Model Land neighborhood, which has the following boundaries: US 1 and the San Sebastian River to the west, Orange Street to the north, Cordova Street to the east and King Street to the south. The Flagler Model Land neighborhood was chosen as the pilot area because of the complexity of the neighborhood and its location within the core of St. Augustine. This was one of the first neighborhoods to develop outside of the historic City center. Its development pattern is typical for neighborhoods developed during the first twenty years of the twentieth century. Additionally, the Flagler Model Land neighborhood experiences unique development pressures because of its close proximity to the Spanish Quarter and other tourist destinations, as well as the location of Flagler College within the community. This complex set of issues presents an opportunity for a comprehensive assessment and evaluation.

HISTORIC DEVELOPMENT OF THE FLAGLER MODEL LAND

The Flagler Model Land neighborhood developed during the period known as the Florida Land Boom, which is generally acknowledged the period from the 1880s through the 1920s. Dominant architectural styles within the Flagler Model Land neighborhood are typical for this period in Florida, and include Frame Vernacular, Bungalow, Masonry Vernacular and Mediterranean Revival styles.

Frame vernacular architecture is the common wood frame construction of self-taught builders. Such homes are typically two-stories on pier foundations with full façade-width entry porches. Second story porches are not uncommon with

Example of Frame Vernacular Construction

this style.

Bungalows were a common residential architecture style during the Florida Land Boom period. Bungalows are typically one and one-half story on pier foundations, though single-story and two-story bungalows are not uncommon. Front porches that span either part or all of the building

Typical bungalow within the Flagler Model Land neighborhood

façade are a typical feature of homes constructed in the bungalow style.

Masonry vernacular buildings are typically brick or stucco and may be one or two stories in height. This architectural style is most common in commercial buildings and small apartment buildings, though it is also observed in single-family residences. Porches are not uncommon in residential masonry vernacular structures.

Mediterranean revival architecture is very com-

mon throughout St. Augustine. This style is characterized by stucco exteriors, barrel tile roofs, arches and arcades. Mediterranean revival buildings may be one or two stories, though two

Example of Mediterranean Revival construction

story structures are most common with this style. Porches and balconies are common features of this style.

The centerpiece of the Flagler Model Land neighborhood is the Ponce de Leon Hotel, now Flagler College, which was one of the grandest hotels of the day. The Ponce de Leon Hotel, commissioned by Henry Flagler in 1866, occupied the block formed by King Street, Cordova Street, Valencia Street and Sevilla Street. In 1968, Flagler College opened its doors in the former Ponce de

Flagler College, formerly the Ponce de Leon Hotel.

Leon Hotel. The college currently occupies 19 acres within the Flagler Model Land neighborhood.

The 1930 Sanborn maps were examined to determine original development patterns within the Flagler Model Land neighborhood. The Sanborn maps allow a researcher to see a structure's physical changes in size and building materials over time. Additionally, Sanborn Maps are useful for determining changes in road widths and right-of-way over time. Sanborn Maps were created across the United States, and in St. Augustine they range from 1884 to 1946-47.

In 1930, the Flagler Model Land neighborhood consisted primarily of single-family homes, most of which included detached garages. Many of these detached garages also contained apartments. The Flagler Model Land neighborhood homes were a mix of one- and two-story buildings and were set close to the street. Exceptions to the dominant pattern of shallow front setbacks were on the north side of Valencia Street and the south side of Carrera Street. The few apartment buildings within this area at the time of the 1930 Sanborn maps were located on corner lots. Civic buildings - such as churches and a Y.M.C.A. - were also located on corner lots. Commercial uses were concentrated along King Street, which also contained a significant proportion of residential uses in 1930.

Ponce de Leon Boulevard (US 1) did not exist until the late 1930s. The railroad was the dominant form of travel at this time, as evidenced by the extensive rail yard, train station and rail lines that are depicted to the west of Malaga Street.

City of St. Augustine

Sanborn Map

APR. 1930
ST. AUGUSTINE
FLA.

100 50 0 50 100 150 200
Scale 1" = 50'

Map 2

EXISTING CONDITIONS

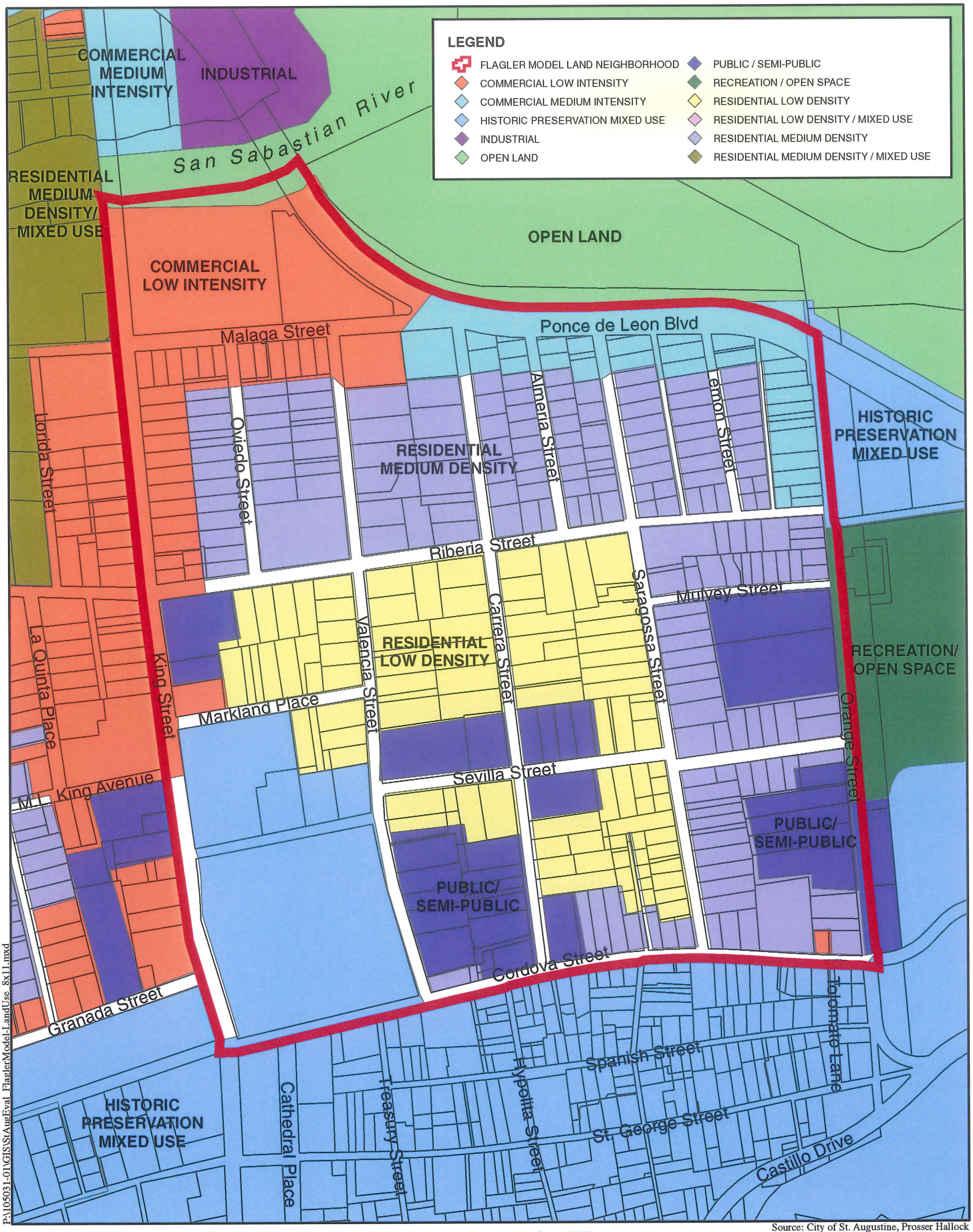
Future Land Use

The Flagler Model Land contains property designated for residential, commercial, public and mixed uses. As depicted on the St. Augustine Future Land Use Map (FLUM) included on the following page (Map 3), more intense land use designations are located along the perimeter of the Flagler Model Land, while less intense, primarily residential uses are found within the interior of the Land. A summary of FLUM categories found within the Flagler Model Land is presented in Table 1 below.

Table 1. Summary of Future Land Use within Flagler Model Land

FLUM Category	Intent and Permissible Uses
Residential Low Density	To create and maintain a stable low intensity residential character with single-family residences and supporting uses such as churches and child care centers. Maximum density: 8 DUA
Residential Medium Density	To create and maintain a diverse medium intensity residential character with multiple-family dwelling units and compatible non-residential uses.
Commercial Low Intensity	Intended for low traffic generating commercial uses such as professional and business offices and tourist accommodations.
Commercial Medium Intensity	Intended to accommodate service-oriented automotive uses, tourist accommodations, at Landions and supporting facilities, and other appropriate medium intensity commercial uses.
Public/Semi-Public	Lands owned by local, state or federal government, or those lands that are associated with the government and are used for a purpose that is particularly and peculiarly related to government functions.
Historic Preservation Mixed Use	Intended to provide a compatible mix of residential and non-residential uses that will encourage the restoration and reproduction of historic structures and maintain the historic ambiance and pedestrian scale of the neighborhood.

Source: City of St. Augustine Comprehensive Plan



P:\105031-01\GIS\StAugEval_FlaglerModel-LandUse_8x11.mxd

Source: City of St. Augustine, Prosser Hallock

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Land Use Map

0 200 400 Feet

September 22, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 3

Zoning

Zoning districts within the Flagler Model Land are described in Table 2 below and depicted on the Zoning Map in this section (Map 4). The existing zoning districts generally correspond to the low- and medium- intensity uses found within the Flagler Model Land. Analysis of zoning actions within this area between 2002 and 2005, however, indicates that required yards and lot coverage limitations within the RS-1 and RG-1 zoning districts are not consistent with historic development patterns.

As depicted in Table 3, of the fifteen (15) zoning actions within the Flagler Model Land between 2002 and 2005, more than half were requests to reduce required yards and/or to increase maximum lot coverage. Similar patterns can be observed throughout the City of St. Augustine. As shown on the maps on the following pages (Map 5 - Variances, Exceptions, and Rezonings; and Map 6 - Variances, Exceptions, and Rezonings, by year), the number of variances, exceptions, and rezonings processed throughout St. Augustine neighborhoods averaged approximately 59 per year. This demonstrates that the existing zoning regulations are out-of-context with historic development patterns. Modifications to the zoning ordinance or special districts would be needed to reduce the number of variances, exceptions and rezonings reviewed by the City of St. Augustine.

Table 2. Zoning Districts within the Flagler Model Land

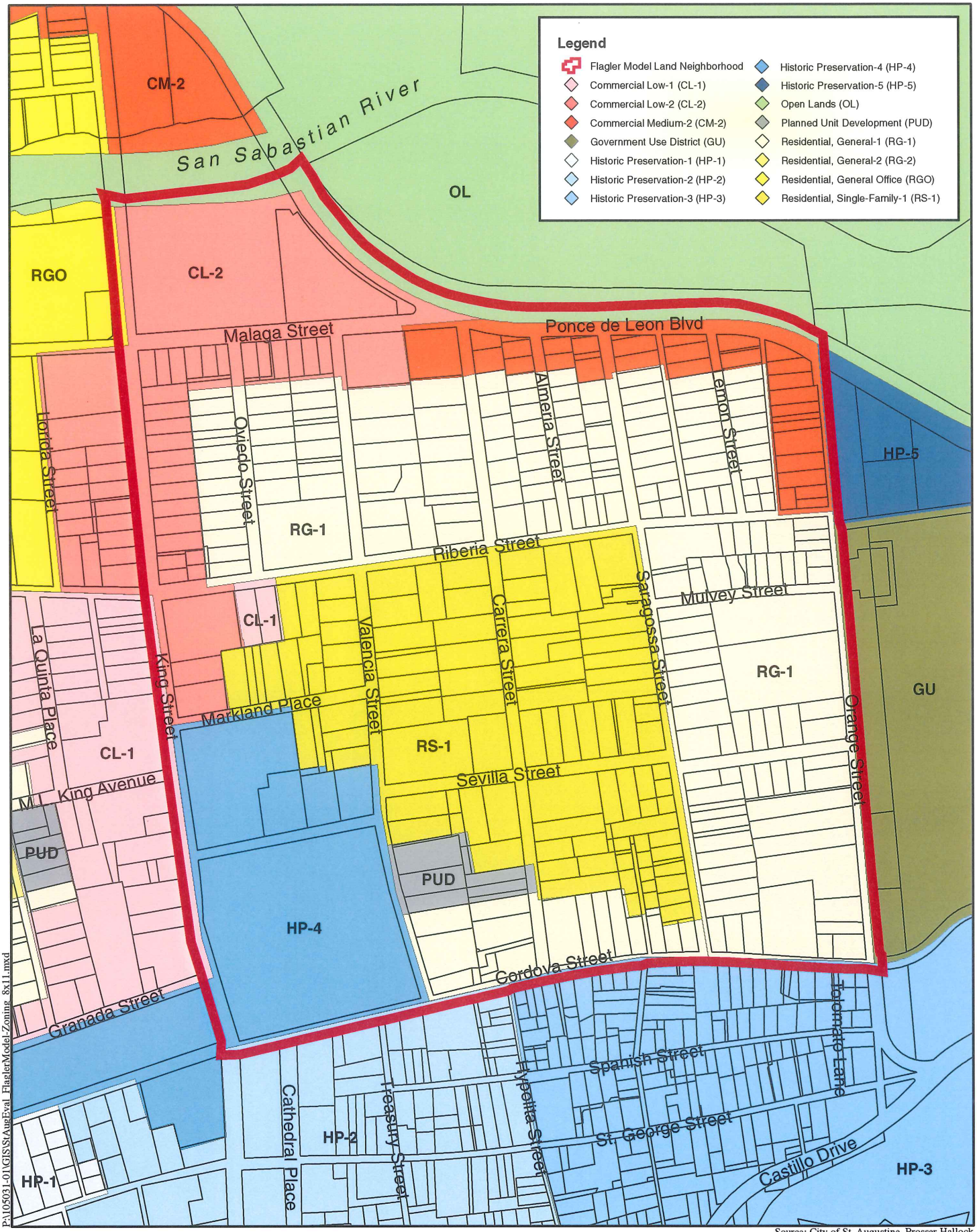
Zoning District	Permissible Uses	Required Yards (Front/Side/Rear)	Maximum Lot Coverage
Residential, Single-Family-1 (RS-1)	Single-family dwellings, home offices	20/15/20	25%
Residential, General-1 (RG-1)	Single and multiple-family dwellings, rooming houses, home offices, bed and breakfast inns, elderly housing, neighborhood recreation, accessory apartments	15/10/10	35%
Commercial, Low-1(CL-1)	Retail sales (but no supermarkets), service establishments, sit-down restaurants (up to 100 seats, but not drive-in windows or fast food), financial institutions, business and professional offices, libraries, museums, single-family dwellings meeting the criteria established in RG-1, multiple-family dwellings, rooming and boarding houses, housing for the elderly, antique shops.	10/10/10	50%
Commercial, Low-2 (CL-2)	Retail sales (but no supermarkets), service establishments, sit-down restaurants (but not drive-in windows or fast food), financial institutions, business and professional offices, galleries, museums, retail sale and services of alcoholic beverages for on- or off-premise consumption, commercial parking facilities, hotels and motels up to 50 units, shopping plazas, single- and multiple-family dwellings meeting the criteria established in RG-1, churches	0/5/5	60%
Commercial, Medium-2 (CM-2)	Retail sales, including automobiles, trucks and trailers, boats, and auto parts; service establishments including automobile service and repair, drive-in restaurants, financial institutions, retail sale and services of alcoholic beverages for on- or off-premise consumption, limited wholesale and distribution, hotels and motels, multiple-family dwellings, colleges, shopping centers	0/5/5	75%

Source: City of St. Augustine Zoning Code

Table 3. Zoning Actions within the Flagler Model Land, 2002-2005

Year	Address	Action	Zoning District	Description
2002	6 Cordova Street	Rezoning	---	RG-1 to HP-3
2002	6 Cordova Street	Rezoning	---	RG-1 to CL-1/off-site parking
2003	14 Sevilla Street	Variance	RG-1	Setbacks (side and rear yard)
2003	125 King Street	Exception	CL-2	Tattoo and Piercing
2003	25 Cordova Street	Exception	RG-1	Inn
2003	12 Sevilla Street	Variance	RG-1	Exceed maximum lot coverage
2003	19 Riberia Street	Exception	RG-1	Professional Offices
2003	41 Valencia Street	Variance	RS-1	Exceed maximum lot coverage
2003	36 Sevilla Street	Variance	RS-1	Church expansion / school in residential district
2004	65 Valencia Street	Exception	RG-1	Offices
2004	74 Saragossa Street	Variance	RG-1	Setbacks (side and rear yard) / Exceed maximum lot coverage
2004	56 Saragossa Street	Variance	RG-1	Setbacks (front)
2004	28 Riberia Street	Variance	RG-1	Setbacks (side and rear yard) / Exceed maximum lot coverage
2004	58 Carrera Street	Variance	RG-1	Setbacks / Exceed maximum lot coverage
2005	38 Saragossa Street	Variance	RG-1	Setbacks (side yard)

Source: City of St. Augustine Planning and Building Department



P:\05031-01\GIS\StAugEval_FlaglerModel-Zoning_8x11.mxd

Source: City of St. Augustine, Prosser Hallock

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Zoning Map

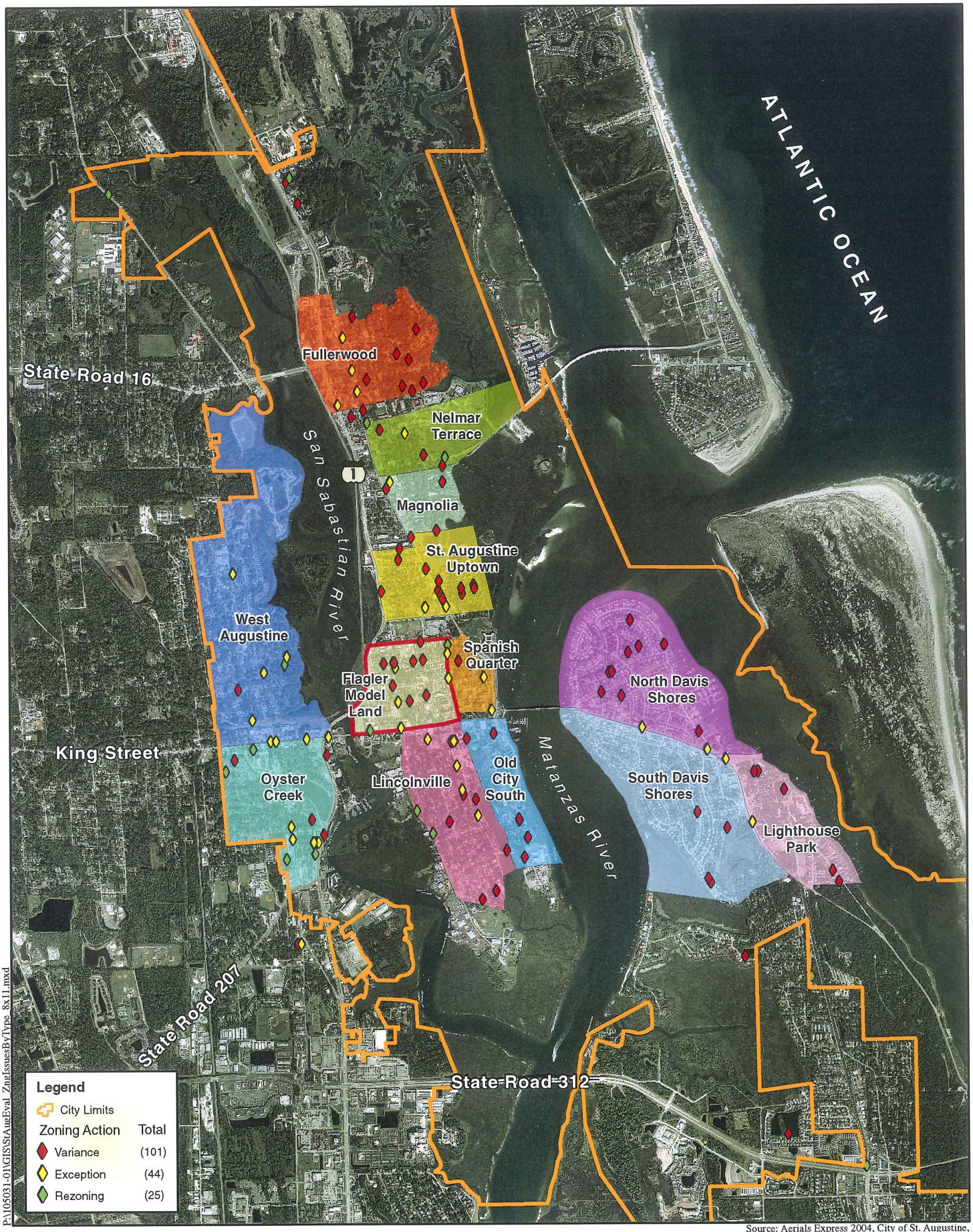
0 200 400 Feet

September 22, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 4



P:\105031-01\GIS\StAugEval ZngIssuesByType 8x11.mxd

Source: Aerials Express 2004, City of St. Augustine, U.S. Census-TIGER

EVALUATION OF NEIGHBORHOOD CHARACTER

Variances, Exceptions, and Rezonings (2002-2005)

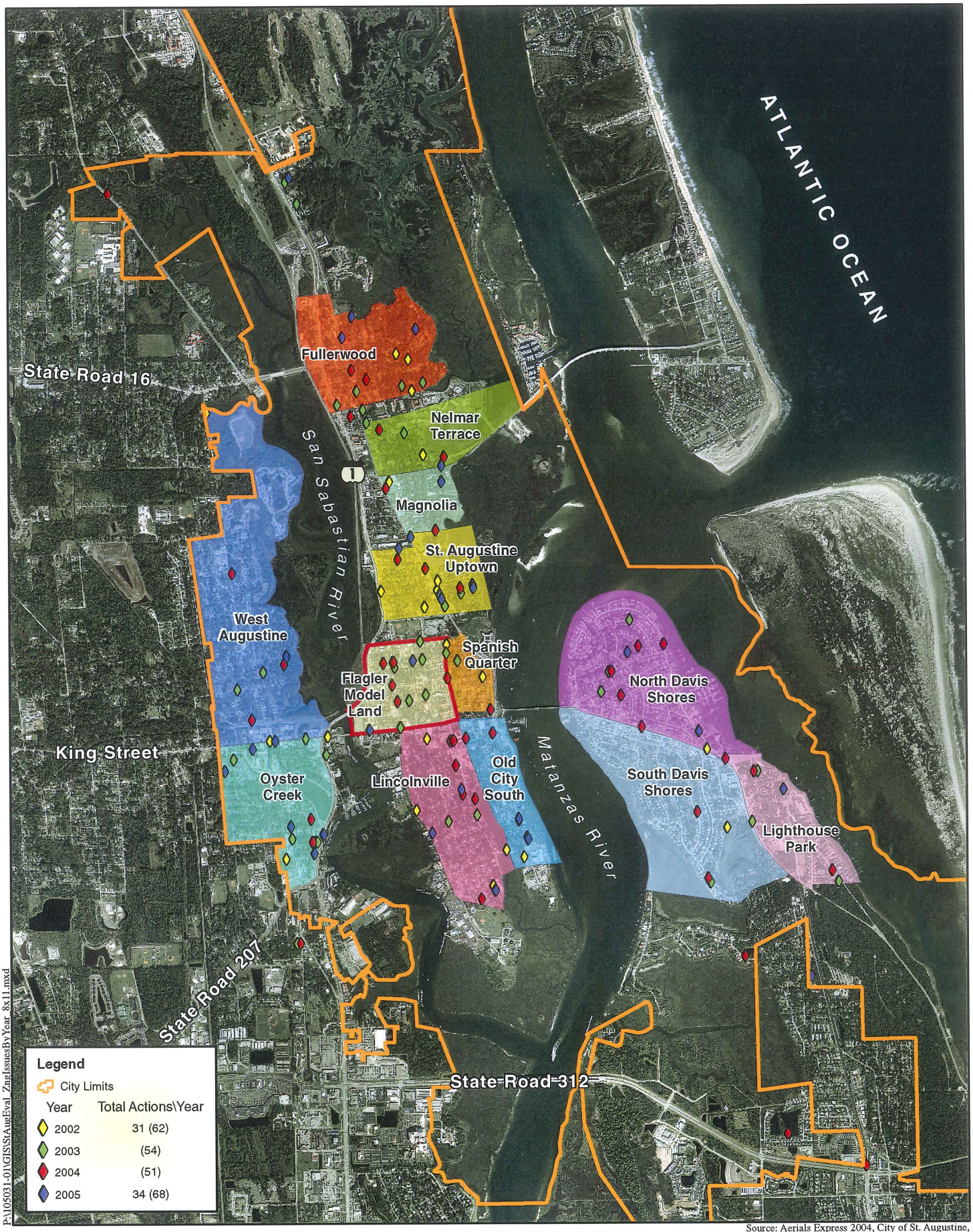
0 0.5 1 Miles

September 22, 2006

City of St. Augustine

Prosser Hallock PLANNERS & ENGINEERS

Map 5



P:\105031-01\GIS\StAugEval ZngIssuesByYear 8x11.mxd

Source: Aerials Express 2004, City of St. Augustine, U.S. Census-TIGER

EVALUATION OF NEIGHBORHOOD CHARACTER

Variances, Exceptions, and Rezonings by Year (2002-2005)

0 0.5 1 Miles

September 22, 2006

City of St. Augustine

Prosser Hallock PLANNERS & ENGINEERS

Map 6

Existing Uses and Demographics

The Flagler Model Land neighborhood contains a complimentary mix of uses, with residential, commercial and civic uses cohesively integrated throughout the neighborhood. Much of the historic development patterns and building forms remain intact, though there has been expansion of several civic uses over the years. The most notable examples of these expanded civic uses are Flagler College and the Memorial Presbyterian Church. The site of the former YMCA on the southwest corner of Valencia Street and Riberia Street now contains Flagler College's tennis courts.

Memorial Presbyterian Church at the corner of Valencia Street and Sevilla Street

King Street and Cordova Street have transitioned from largely residential streets in 1930 to largely commercial streets today. Both of these corridors presently include a mix of professional offices, retail shops, restaurants, bed and breakfast inns and limited residential uses.

Residential portions of the Flagler Model Land neighborhood remain largely unchanged from the 1930 Sanborn maps, with the exception of many accessory structures. Many accessory garages depicted on the Sanborn maps are no longer in existence, presumably because of demolition due to deteriorated condition. There are still a significant number of such garages,however, and many accessory apartments depicted on the Sanborn maps are still in existence.

Ponce de Leon Boulevard (US 1) contains the least orderly development patterns, with a mix of commercial uses that includes auto repair, retail appliance sales and professional offices that directly abut residential uses. This is likely a result of the construction of Ponce de Leon Boulevard (US 1) subsequent to the development of the Flagler Model Land neighborhood.

To obtain a general overview of the FMLN's demographics, the most detailed data available was in Census Tract 204 through the U.S. Census Bureau for the year 2000. Census Tract 204 includes both the Flagler Model Land and the Lincolnville neighborhoods with the FMLN comprising a little over one-third of the Tract. These neighborhoods are similar in both character and density.

The median year that residential structures were built within these neighborhoods was 1940. At this time 1,258 housing units existed within this Census Tract. Of these units 1,050 were occupied, thus creating a 16.6% vacancy rate. The data indicated that 520 of these units were owner occupied and 530 were renter occupied. The high percentage of rental properties appears to be partially supported by the number of students that attend Flagler College who prefer to live within close proximity of the school.

In 2000, this Tract had a total population of approximately 2,900 residents with a median age of 26.8 years. The statistics show that the average household size has 2.04 residents with 82% of the households having incomes less than $35,000.

Total Household Income

Income	Number of Households
Less than $35,000	1,634 (82%)
$35,000 to $75,000	270 (13.5%)
$75,000 to $150,000	72 (3.5%)
Greater than $150,000	16 (1%)

Source: Census

Anecdotally, the FMLN appears to be undergoing changes within the neighborhood based on the price increase in the housing market that has occurred during the past five years.

STREETS AND MOBILITY

INTRODUCTION

"Streets are more than public utilities, more than the equivalent of water lines and sewers and electric cables…Streets moderate the form and comfort of urban communities. Their sizes and arrangements afford or deny light and shade [and] have the effect of focusing attention and activities on one or many centers, at the edges, along a line, [and] in a very elemental way, streets allow people to be outside…"

--Allan Jacobs, "Great Streets"

One of the most intrinsic features of the public realm is the street. the characteristics and quality of the street network promotes a sense of place and historical continuity for Flagler Model Land neighborhood and the adjacent Spanish Quarter. Unlike many places where the street functions primarily as a means of efficiently moving goods and people from one place to the next, the physical quality and patterns defining the majority of the street network in Flagler Model Land provides much more value to the community. Whether it is the unique tree canopy, the walkability and interconnectedness provided by sidewalks, or the presence of vibrant activity centers, the overall streetscape contributes immensely to the community's dynamic way of life. As part of the proposed overlay district and the preservation of established neighborhood character elements, the promotion and continued preservation of the public realm via the transportation network must be implemented.

MAJOR CORRIDORS

The evaluation area is bounded by major roadways that serve the majority of the neighborhood's commercial and civic areas. This includes Orange Street to the north, Cordova Street to the east, King Street (S.R. 5A) to the south, and Ponce de Leon Boulevard (U.S. 1) to the west. Each of these corridors facilitates the movement of traffic to and from the area, while relating to, and in many cases, defining the types of uses adjacent to each.

King Street

Both King Street (S.R. 5A) and Ponce de Leon Boulevard (U.S. 1) are part of the Florida State Highway System and are maintained accordingly. The facility type of King Street from U.S. 1 to Cordova Street - as outlined in the 2005 Florida Department of Transportation Level-of-Service Report - is a two-lane urban major arterial operating at level of service (LOS) "D". Its average annual daily traffic (AADT) of 17,700 vehicles is just under the maximum daily service volume/capacity of 18,700. This corridor functions as a "main street" into St. Augustine and contains a variety of commercial, civic, and retail uses adjacent to the roadway. The south portion of the street is predominantly zoned CL-2 and is characterized by numerous highway type commercial and strip center uses with large parking lots oriented to King Street. This heavily favors the use of the automobile for access. The north side of the corridor contains a variety of commercial and civic uses that address the street more directly with smaller setbacks and a greater pedestrian orientation. The north side also has a more historic flavor - given the HP-4 district from Markland to Cordova Street - as well as the number of previously residential structures adaptively reused for commercial and retail purposes. Flagler College and other institutional structures also align the segment. As it exists, the corridor is a vibrant gateway into the Walled City, certainly due in large part to the presence of the College and the number of students and visitors walking in the area. However, the nature of the south side of the street creates an immediate conflict between the pedestrian and the vehicle, resulting in potential safety issues and degrading the public realm. Also, from an aesthetic perspective, the two sides ultimately lack structural uniformity and visual harmony.

Ponce de Leon Boulevard

The segment of Ponce de Leon Boulevard (U.S. 1) from King Street north to Castillo Drive - which comprises the western boundary of the study area - is a four-lane divided urban principal arterial

operating at LOS "D". Its AADT is 38,000 vehicles and is approximately 1,300 cars below the adopted maximum daily service volume/capacity of 39,270. In addition to S.R. A1A, this roadway is the major north-south corridor through St. Augustine. Numerous commercial trucks utilize the route to by-pass the core city. The corridor has a variety of highway commercial uses including automotive repair, banks, offices, lodging, restaurants, and other uses which are allowable under the CM-2 and CL-2 zoning districts. The nature of this type of roadway fundamentally defines the patterns and types of uses adjacent to it. The corridor is heavily focused on the facilitation and movement of traffic through the city limits and tends to de-emphasize the "sense of place" and the pedestrian orientation that is inherent to the Spanish Quarter via Avenida Menendez or the civic area of King Street to Flagler Model Land.

Orange and Cordova Streets

These City-maintained corridors differ from King Street and U.S. 1 in terms of both their functional classification and street character. Both roads have an adopted LOS of "D". Orange Street is the northern boundary of Flagler Model Land and extends from Ponce de Leon Boulevard (U.S. 1) to S. Castillo Drive/Cordova Street. This two-lane collector road is the nexus between the predominantly institutional and civic uses on the north side of the road and the mix of residential and commercial on the south side. The corridor functions primarily as a thoroughfare for vehicles and buses to access Ketterlinus Elementary, Francis Field, and the Board of Public Instruction. The road is also adjacent to the new Visitor Information Center Transportation Facility.

The Cordova Street corridor is designated as a minor arterial from Orange Street to King Street and defines the eastern edge of the Flagler Model Land neighborhood. The roadway is distinguished by its unique mix of complimentary uses and pedestrian-oriented streetscape. The buildings on both sides of the corridor have a more direct physical relationship to the street, with virtually no setback. This spatial enclosure effect of the building program creates a visual narrowing of the street, slowing vehicles down while supporting multimodal traffic through the neighborhood.

Gateways

While some roadways in the immediate area are functioning primarily to move vehicles based on their classification and/or corresponding land uses - as is the case of U.S. 1/Ponce de Leon Boulevard - there is a tremendous value in emphasizing some of these corridors as "gateways" into the community. The designation of specific corridors as gateways promotes aesthetic enhancement and traffic calming measures for both pedestrian safety and tourism development. In addition, gateways promote the public realm of the streetscape and create an immediate visual impact on the visitor. The 2000 publication, "Design Standards for Entry Corridors" (as referenced in Sec. 28-353 of the land development code) establishes design standards for new construction and site development within specified entry corridors, such as King Street. To continue to encourage economic development activities and enhance the visitor's "sense of place" experience in St. Augustine, it is also recommended that U.S. 1/Ponce de Leon Boulevard be considered a major entry corridor and a gateway into the community, as Avenida Menendez functions to the east. This can be accomplished through a continuing and collaborative effort to implement proper landscaping, lighting, building improvements and traffic calming features.

SUPPORTING COMPREHENSIVE PLAN ELEMENTS

The City of St. Augustine Comprehensive Plan provides a holistic framework of goals and objectives to guide the development of the community over the long term. Regarding transportation, the plan endorses a safe, pedestrian-friendly street network and encourages the use of alternative modes of transportation in the Traffic Circulation Element (TCE). Such policies also underline the

fundamental intent of the proposed overlay district for the Flagler Model Land neighborhood and would serve as an integral part of the successful implementation and enforcement of the neighborhood character guidelines. Some of the most salient policies are listed below:

TCE Goal 9J-5.007(3)(a)
"To maintain a coordinated multimodal transportation system which provides for the safe, efficient, and economical movement of people, goods, and services, which is consistent with the Future Land Use Plan, conserves energy, and protects the City's natural, cultural, and historic resources."

TCE Policy 3.1.1
"The City shall continue to maintain or improve existing pedestrian facilities by: repairing and replacing sidewalks as needed, including handicap accessible curb cuts at crosswalks; continuing to provide benches for public seating in the Plaza, along the bay front and other areas; and continuing to provide signs and maps directing pedestrians in the downtown area to public restrooms and other points of interest."

TCE Policy 3.1.3
"The City shall continue to consider the development of bicycle routes taking into consideration roadway widths, traffic volumes and accident rates, with the safety of the cyclists being the primary concern."

TCE Policy 4.1.1
"Continue to improve the aesthetic appearance of gateways into the City, such as West Castillo Drive through the installation and maintenance of landscaping, street lighting and other appurtenances."

TCE Policy C (HP Policy 1.1)
"Maintain the present street pattern and restore colonial street widths where practical in the area bounded by Orange, Cordova, and St. Francis Streets and the bay front."

NEIGHBORHOOD STREETS

The first impression of a community is most often experienced from the street. The many elements of the streetscape play a critical role in shaping community image and are combined to create a positive, human-scale environment. The dense network of streets within the heart of Flagler Model Land shapes the neighborhood form and defines the development pattern by means of the distribution, width, and depth of the lots, ultimately influencing pedestrian and vehicular movement. Cross sections of all streets in the Flagler Model Land Neighborhood are provided in Appendix C of this report.

Carrera Street

The Grid System and Streetscape Elements

The dense network of interconnected streets characterizing Flagler Model Land is primarily comprised of narrow two-way, two-lane roads with on-street parking. The road layout is also formulated on the grid pattern, which provides the individual a better sense of where they are relative to other places, allows ideal street enclosure, enhances connectivity, and more appropriately distributes the flow of traffic by permitting more alternative routes. In addition, this dense street network promotes a compact mix of land uses and lot sizes where the buildings are required to front the street, accommodating pedestrians and reducing vehicular speeds. Other important design features of a good streetscape in relation to the public realm include:

1. The relationship of building height to street width
2. Building façades which define a build-to line
3. Semi-public spaces, including front yards,

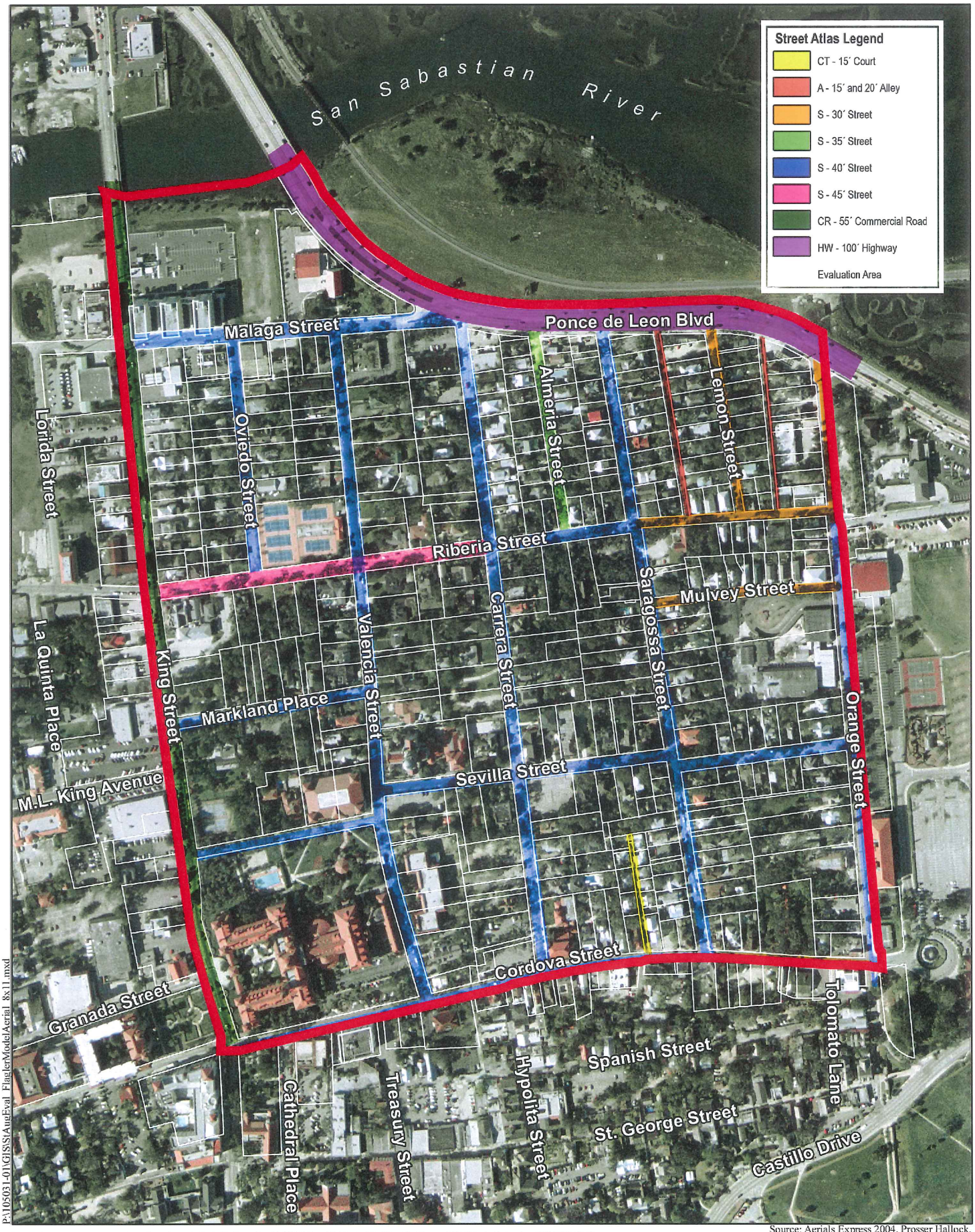
St. Andrews Court

porches, and entrances
4. Sidewalks
5. Pedestrian scaled roadway widths
6. The placement of trees, lighting and street furniture
7. Low travel speeds (10-30 mph)
8. Parallel on-street parking

According to conventional suburban design standards, the right-of-way for local roadways with a typical curb-and-gutter section is sixty feet, depending on the placement of utilities. Most of the streets in this historic area have right-of-way widths that are forty feet or less, with a variety of pavement widths ranging from approximately ten feet - as is the case for St. Andrews Ct. - to 30 feet for two way streets with on-street parking. Following conventional guidelines, the types and patterns of streets encountered in Flagler Model Land would not be permitted in most new residential communities, for reasons varying from emergency service provision to traffic needs. As referenced in the Comprehensive Plan, however, preserving the current pattern and restoring the original Colonial street widths reflects the community's vision of maintaining the area's historical context while minimizing speeds and enhancing walkability. Some of the important streets shaping the neighborhood fabric and creating a comfortable pedestrian experience include Riberia, Sevilla, Carrera, Valencia, and Saragossa. The attached neighborhood Street Atlas shows the variety of street types and right-of-way widths for each. Typical cross-sections reflecting the Flagler Model Land standards are included in the Appendix.

Alleys

Where alleys exist in Flagler Model Land, the street network and the overall public space is enhanced by eliminating the need for front driveways and reducing garages as the focal point of the building program. Garages and other accessory uses can then be accessed from the rear of the structure for safety and storage purposes. It is also common for alleys to become centers of activities and communal space for children to play and neighbors to interact. Alleys exist between Lemon and Orange Streets and Lemon and Saragossa Streets. The rights-of-way for these alleys correspond to the recommended standard of twenty feet with eight to twelve feet of pavement.



P:\105031-01\GIS\StAugEval_FlaglerModelAerial_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Street Atlas

0 200 400 Feet

September 18, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock PLANNERS & ENGINEERS

Map 7

SIDEWALKS

Sidewalks are a major component of the public realm. They permit unimpeded pedestrian flow and promote active walking to and from nodes of activity. The sidewalk should be a continuous network which not only follows the roadway, but permits access into parking lots and interior retail and commercial centers. Generally, sidewalks are four feet in width - a size that comfortably permits two people to walk side by side. It is recommended that, when feasible, sidewalks should be broader in commercial cores, given the potential inclusion of other streetscape elements such as room for lights, trees, outside displays, or other signage.

Narrow sidewalks along Cordova Street

Sidewalks are present on almost every block within the neighborhood evaluation area, with the exception of a few midblock sections along Riberia and Saragossa Streets, as shown on Map 8: Existing Sidewalks. This expansive coverage of sidewalks makes Flagler Model Land one of the most walkable and interconnected neighborhoods in the City.

VEHICULAR PARKING

Off-Street Parking and Loading

Many local municipalities focus a tremendous amount of resources and establish specific criteria to address off-street parking standards. The Supplementary Regulations of the zoning code require that all new and expanded uses and structures as well as changes in use shall meet off-street parking requirements. The provision of off-street, on-site parking facilities is typically based on the type or nature of the proposed use(s) and results in a minimum number of parking spaces per gross floor area, rooms, units, or patron capacity. The joint use of parking facilities is also permitted, provided that the number of spaces is sufficient to serve two or more structures or uses. Strict requirements are also provided for the loading or off-loading of supplies or materials. The number of loading spaces must also be on-site and correspond to the structure's gross floor area. They cannot be used, however, to satisfy parking requirements.

The density and building massing in much of the core city severely limits the availability of land for designated off-street parking. While this makes it difficult to conform to the existing code, this scenario actually fosters a more bicycle/pedestrian-friendly environment. Moreover, it promotes on-street parking, which provides a buffer for pedestrians along the sidewalk and creates a narrowing of the street for traffic calming purposes. As off-street parking relates to residential zones and for the purposes of the proposed overlay district, parking should be oriented to the side or rear of the structure. The area's historic preservation districts are exempt from off-street parking and loading requirements and any parking facilities within these districts are subject to architectural guidelines and height limitations for pre-1821 construction.

Traffic and Parking Committee

The City of St. Augustine established the Traffic and Parking Committee in 2003 to find workable and realistic solutions to managing the City's parking and traffic. The Committee developed a Master Plan to address these issues in April, 2003. One of the major components of the Plan related to off-street parking is the development of the new Visitor Information Center Transportation Facility located between Castillo and Orange Streets.

Constructed to reduce visitor traffic within the downtown and residential areas, the mixed use center/garage will serve as a focal point and anchor for visitors and residents. In addition, it will potentially function as a multi-modal node, offering access to the historic downtown via sightseeing trolleys, walking tours, and a free shuttle.

On-Street Parking

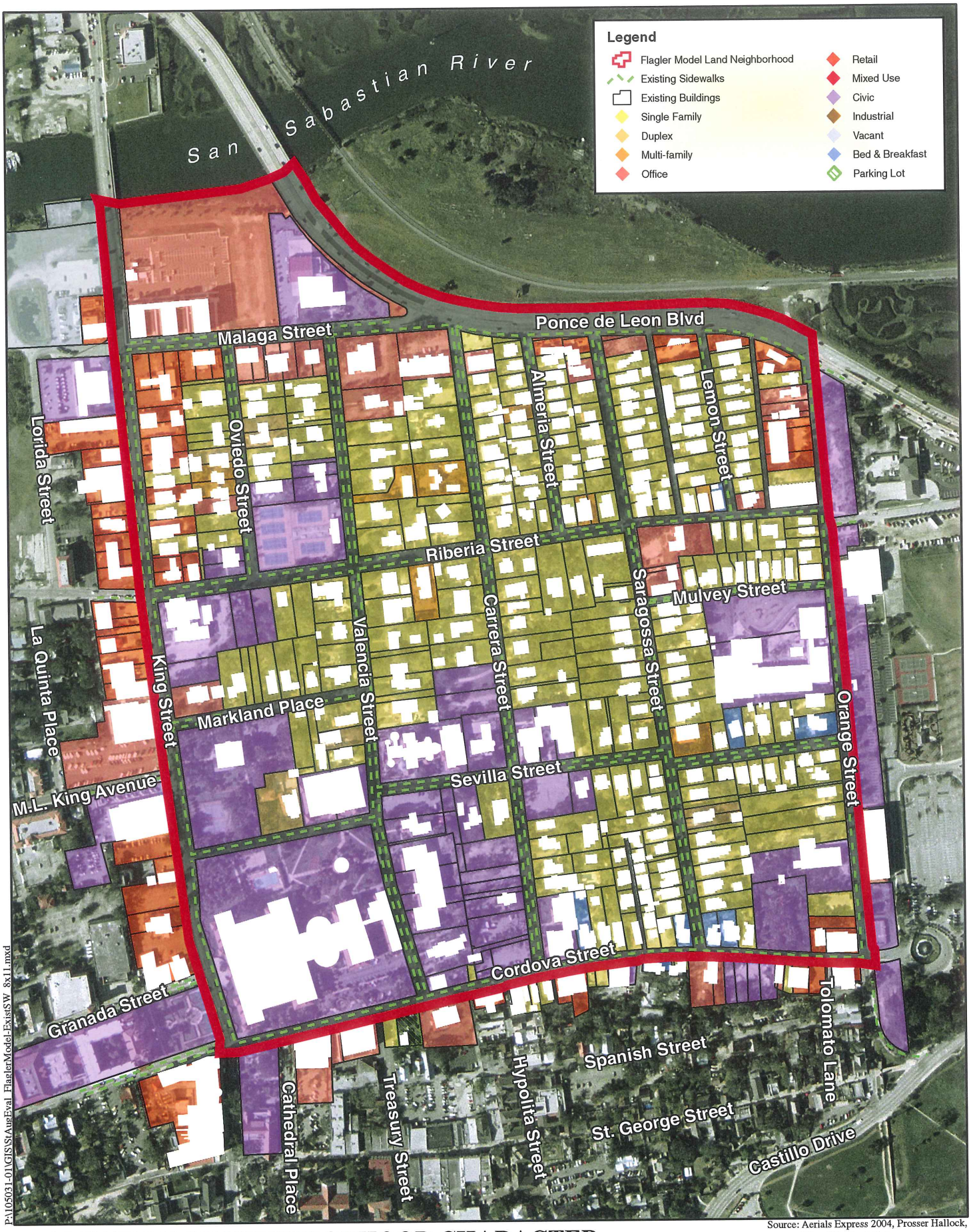
As mentioned, the benefits of parallel on-street parking are numerous:

1. Acts as a buffer between the pedestrian and moving traffic for safety purposes
2. Accommodates a significant amount of parking
3. Preserves valuable land for structures and business opportunities instead of surface parking lots
4. Provides the most sought after spaces near businesses
5. Functions as a traffic calming mechanism by a perceived narrowing of the through lanes

On-Street Parking

Within the Flagler Model Land there are approximately 327 unrestricted on-street parking spaces and 57 pay parking spaces. The spaces are typically seven to eight feet in width and vary from designated parking on either one or both sides of the street. The Existing On-Street Parking Map displays the presence and location of on-street parking in the context of other neighborhood elements.

On-street parallel parking should be encouraged and allowed, particularly in front of retail, mixed-use, and multi-family units. It is recommended as parking for guests and should count as part of the total parking requirements for all types of uses to preserve the dense and historic character of the area.



P:\105031-01\GIS\StAugEval_FlaglerModel-ExistSW_8x11.mxd

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Existing Sidewalks

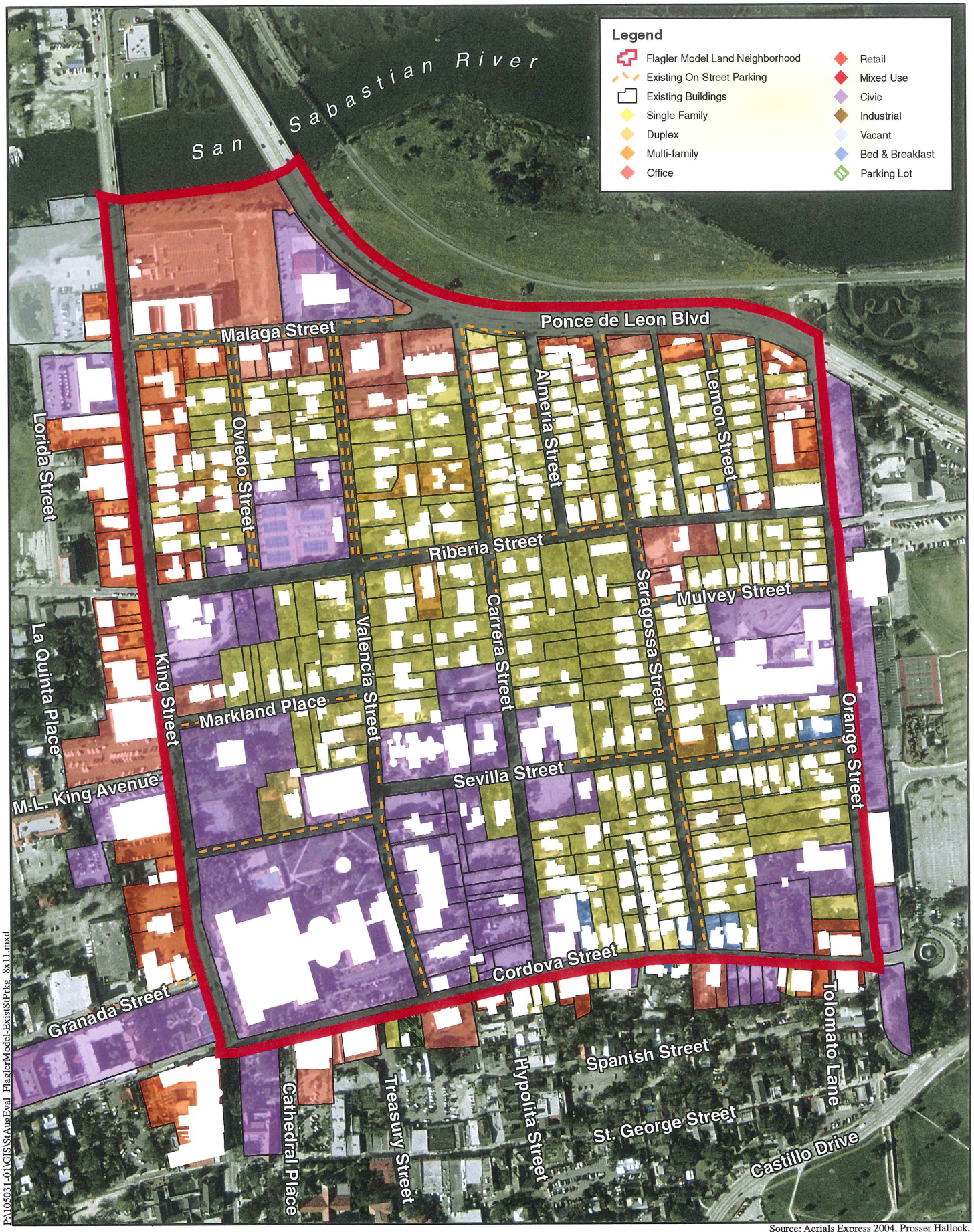
0 200 400 Feet

September 22, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 8



P:\105031-01\GIS\StAugEval_FlaglerModel-ExistStPrkg_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Existing On-Street Parking

0 200 400 Feet

September 22, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

The Flagler Model Land area is a major destination activity center for visitors, students, local church congregations, and downtown workers. Given the lack of off-street parking and the higher residential density, there is a high demand for on-street parking. It has been a very controversial topic for the Flagler Model Land neighborhood and is often at the forefront of recent Traffic and Parking Committee meetings. While the Committee's Master Plan has an element which provide disincentives for visitor parking in the residential areas and business districts, there appears to be a strong need for a more formalized parking program to serve the Model Land tract. It remains to be seen if the effective answer is increasing the meter rates, providing residential decals, or implementing more restricted/no parking. Nonetheless, it is recommended that the Committee establish goals and objectives suitable for Flagler Model Land which increase the availability of on-street parking while balancing the interest of residents, students, businesses, and visitors. The overall value of on-street parking for pedestrian safety, traffic calming, accessibility, and preserving the public realm for Flagler Model Land and the adjacent Spanish Quarter cannot be underestimated.

RECOMMENDATIONS

The City of St. Augustine should continue to take as many steps as necessary to continue to protect and enhance the public realm. The enhancement of the streetscape and the protection of the existing Colonial network pattern as outlined in the Comprehensive Plan must be implemented. The most effective means to achieve this is through active public involvement and continued coordination among the Public Works, Planning and Building, and the Heritage Tourism departments.

To support multi-modal goals, concurrency fees associated with new development can also be applied to an alternative transportation fund or to pedestrian improvements where roadway capacity is constrained. This will also support the downtown shuttle concept as a key component of the Traffic and Parking Master Plan. In addition, the creation of a transportation concurrency exception area (TCEA) for specific areas within the Flagler Model Land and Spanish Quarter can also serve as an incentive for redevelopment opportunities where desired.

BUILDING ELEMENTS

INTRODUCTION

"Throughout time, people have developed vernacular design and building practices in response to their needs, desires, and environments. Each community shared a local vision and language of how to build their world, as well as more universal principles about patterns, precedents, and boundaries. They shared common customs and culture that led them to create places that were part of a larger coherent, ordered and intrinsically beautiful whole."

-- Stephanie Bothwell, "Charter of the New Urbanism"

The Flagler Model Land neighborhood is a well-established environment comprised of a relatively dense residential community where existing buildings reflect a variety of architectural styles and mix of retail, office and civic uses. The majority of these uses have retained much of the traditional physical character for which the City of St. Augustine is known. The older neighborhoods in St. Augustine are special places and have been preserved by the efforts and commitment of property owners and the community for generations. What distinguishes the character of the Flagler Model Land neighborhood is a consistent pattern of several physical elements. These elements – combined – create the context which has governed the neighborhood's space, and which needs to be maintained to ensure that this unique character is around for future generations.

The focus of this evaluation is to identify and understand how physical elements define the neighborhood's public realm. The public realm is affected by buildings and their placements on both sides of the street right-of-way. The public realm is the neighborhood's connective tissue for reinforcing and strengthening the unique sense of place that has been established throughout the Flagler Model Land.

Neighborhoods such as the Flagler Model Land were built without any specific guidelines and rules – merely the architectural and construction traditions which reflect the era. Today, except for a small portion of the neighborhood governed by historic preservation regulations, the neighborhood has no blueprint or guidance to ensure preservation of its unique character. Identifying and understanding the relationships between buildings and public spaces, the community will determine whether new or modified buildings and public improvements are compatible with the neighborhood's character.

This section summarizes physical elements which reflect the character of the Flagler Model Land neighborhood. The review of architectural and historical elements in this evaluation is limited to City regulations designed to preserve historic buildings and places that contribute to the character of the neighborhood.

The building elements reviewed in this section as they relate to neighborhood character include the following:

- Land Use
- Architectural and Historic Preservation
- Building Characteristics
- Facades Elements
- Building Disposition
- Building Configuration
- Garages Elements

LAND USE

Land use affects the character of a neighborhood in a substantial manner. The Flagler Model Land neighborhood comprises distinctive areas that reflect a variety of land uses, such as residential, office, retail, service, and civic, which together contribute to the abundance of street activity, sustainability, and the vibrancy of the neighborhood. The Flagler Model Land neighborhood is an interesting place where people can live, work, and play.

The largest land use type comprises residential buildings and uses, generally located in the interior portion of the Flagler Model Land neigh-

borhood. Residential structures exhibit a variety of intensities, from single family detached homes to apartment buildings, as well as accessory detached residences such as garage apartments located in the rear of the primary building and Flagler College dormitories.

The second largest land use type comprises civic uses, which can be further divided into categories including public, institutional, places of religious assembly, and educational (public and private). These uses are concentrated in the southeast portion of the neighborhood in the vicinity of Flagler College, which is the predominant landmark, and along the south boundary of the Flagler Model Land neighborhood. Churches are also concentrated in a few locations adjacent to the main Flagler College campus, and typically include the sanctuary building, and accessory uses such as schools, day cares, administrative offices, residential dwellings associated with the church and off-street parking facilities.

The perimeter of the neighborhood is comprised of a variety of commercial uses that exhibit a mix of physical elements. Commercial buildings exhibit a range in intensity and use, from professional offices, bed and breakfast inns in converted residences, office buildings, restaurants, auto-related services, to businesses that specialize in community and neighborhood level services and retail merchandise oriented to both local residents and tourists. Off-street parking is a critical constraint for commercial uses within the Flagler Model Land neighborhood.

ARCHITECTURAL AND HISTORIC PRESERVATION

St. Augustine is the oldest continuously occupied settlement of European origin in the United States. The heritage displayed in the built environment throughout the community is evident from over 400 years of settlement. The older neighborhoods each reflect a distinctive architectural style influenced by the period in which it was developed, and the origins and traditions of the builders who contributed to its construction. Because of this rich heritage, the community has developed policies through its Comprehensive Plan to encourage the preservation and restoration of historic buildings and places.

Preserving the City's architectural and historic heritage and protecting important community assets is accomplished through the Historic Preservation Districts as provided for in Chapter 28, Article II, Division 3, Zoning Ordinance of the City of St. Augustine. The Zoning Ordinance contains five historic zoning districts which correspond to areas of the community that share a similar architectural and historic tradition.

The City's Historical Architectural Review Board (HARB) reviews petitions for certificates of appropriateness required within all historic preservation districts (HP-1 thru HP-5). Additionally, HARB reviews all applications for building permits on property abutting or immediately facing the HP-1, HP-2, and HP-3 historic districts to ensure reasonable compatibility of building facades with the authentic restoration or preservation of adjacent historic districts. The criteria for evaluating certificates of appropriateness are as follows:

- Design and appearance of the structure
- Materials, textures and colors
- Plat plan or site layout, including features such as walls, terraces, plantings, accessory structures, signs, awning, canopies and other appurtenances

The decision making process of issuing certificates of appropriateness is based on the conformance of the proposed development's features with the architectural and historic value of the district, as well as with the Architectural Guidelines for Historical Preservation (AGHP) of the City of St. Augustine.

Further, prior to approving the plans for any proposed structure or sign, the HARB shall make a finding of the following conditions:

- Alteration or addition will not materially impair the architectural or historic value of the structure
- New structures will not materially impair the

architectural or historic value of a structure on adjacent sites or in the immediate vicinity

- New structures will not be injurious to the general visual character of the district or districts in which it is to be located
- A proposed demolition will not be detrimental to the historic and architectural character of the city
- A proposed or altered sign will not materially impair the architectural or historic value of a structure which it is attached, nor any adjacent structure and that it must be consistent with architecture or the building and the historical character of the area

Historic Elements

The southeast corner of the Flagler Model Land neighborhood is zoned as Historic Preservation District 4 (HP-4). According to the HP-4 regulations, this district is intended to apply to significant, large-scale Flagler-era development adjacent to the Colonial City and allows uses that are compatible to the existing educational and civic uses. The HP-4 district comprises the main Flagler College campus and associated offices and residences. All new construction requiring building permits within the HP-4 district within the Flagler Model Land neighborhood requires HARB review.

However, building permits on property abutting or immediately facing the HP-4 district does not require review by the HARB to ensure reasonable compatibility with the buildings in the historic district. Therefore, review of building permits for required new construction on abutting or adjacent properties is not required along portions of Valencia Street, Markland Place, and King Street. This requirement is reasonable as the majority of buildings and uses adjacent to the HP-4 district are churches and places of worship or associated with the Flagler College educational facilities, therefore typically would not need to meet the architectural and historical requirements of the Flagler-era architectural style, as stated in the HP-4 district.

Cordova Street looking south, Spanish Quarter (left), Flagler Model Land (right)

The Spanish Quarter neighborhood, which is designated as Historic Preservation District 2 (HP-2) and Historic Preservation District 3 (HP-3), shares Cordova Street as the boundary with the Flagler Model Land neighborhood. Building permits for new construction on properties abutting the HP-2 and HP-3 districts require HARB review, and a finding of compatibility prior to issuance of appropriateness certificates.

With the exception of the HP-4 District, this additional review affects the entire length of Cordova Street and ensures that buildings on both sides of the street preserve the architectural and historic value of the area.

For the most part, new and renovated buildings have generally been compatible with the charac-

New Single family residential construction in neighborhood on Riberia Street

ter reflected throughout the Flagler Model Land neighborhood. However, it is increasingly evident that some changes within the neighborhood are beginning to dilute this pre-existing character of the traditions of past generations in order to meet the needs of modern uses, conveniences, building materials, architectural style, construction technology and provision of off-street parking facilities.

The preservation of historic buildings is essential to minimize substantial changes in the built environment. These regulations were established to preserve the community's architectural and historic value, resources and assets. The City's historic preservation regulations are a useful guide to model the implementation of similar requirements for neighborhoods not protected by historic regulations, but which exhibit the same qualities, values, and elements worth preserving.

BUILDING CHARACTERISTICS

The Flagler Model Land neighborhood has roots in the Florida Land Boom era, when the majority of residential buildings were built between 1880s and 1920s. Vernacular buildings are the most common architectural style throughout the neighborhood. This building style dominates the streetscape, establishes the scale of neighborhoods, creates a sense of place, and records the change of construction technology and materials over time. The most common building architecture throughout the neighborhood is the Frame Vernacular.

Frame Vernacular buildings were heavily influenced by the Queen Anne style in the late 1800s and by the Bungalow style in the 1920s. Queen Anne influences include two story construction, complex roof forms and irregular massing. Bungalow influences included a return to single story construction and simpler roof forms and massing. Most residential streets are generally consistent with the Frame Vernacular style, however some streets exhibit an eclectic variety of architectural styles including Spanish Revival, Colonial Revival, Garage Apartment, Romanesque Revival, Masonry Vernacular, Mediterranean Revival, Neoclassical Revival, Carriage Houses, and Venetian Renaissance.

Facade Elements

The façade is the exterior wall of a building that is set parallel to the lot's frontage line, or the right-of-way line. Facades define the public space and typically exhibit similar architectural styles. Porches are a prominent and visible facade element in buildings throughout the Flagler Model Land neighborhood. A porch defines a buildings main entrance, and establishes the transition between the public street and private building. Porches are indicative of residential buildings; however in the neighborhood they are also evident on a number of converted residences now utilized as office space.

Architectural elements associated with porches (and which establish neighborhood character) include the location of the primary entrance to the building and the number configuration of windows. Entrance and window features share a style and repetition that is common to many residential buildings constructed in this era. These elements substantially affect the character of the facade and through their shared commonality define how these buildings address and relate to the public realm.

Porch, Entrance & Window elements in the Flagler Model Land, open porch (left), enclosed porch (right)

As illustrated on Map 10: Existing Porches, porches are a predominant building element on a majority of residential buildings throughout the Flagler Model Land neighborhood. Porches are typically raised in elevation above grade, and commonly exhibit hip or shed roofs. Detailing tends to be simple and usually consist of jig-sawn woodwork. In many cases, porches are nearly as wide as the principal facade. Overtime, some porches have been enclosed to increase habitable living space of the structure. This has reduced the affect of the porch element, by weakening the positive aspects of this feature. Other porch features common to buildings in the neighborhood are small covered stoops, and 2nd story porches or verandahs.

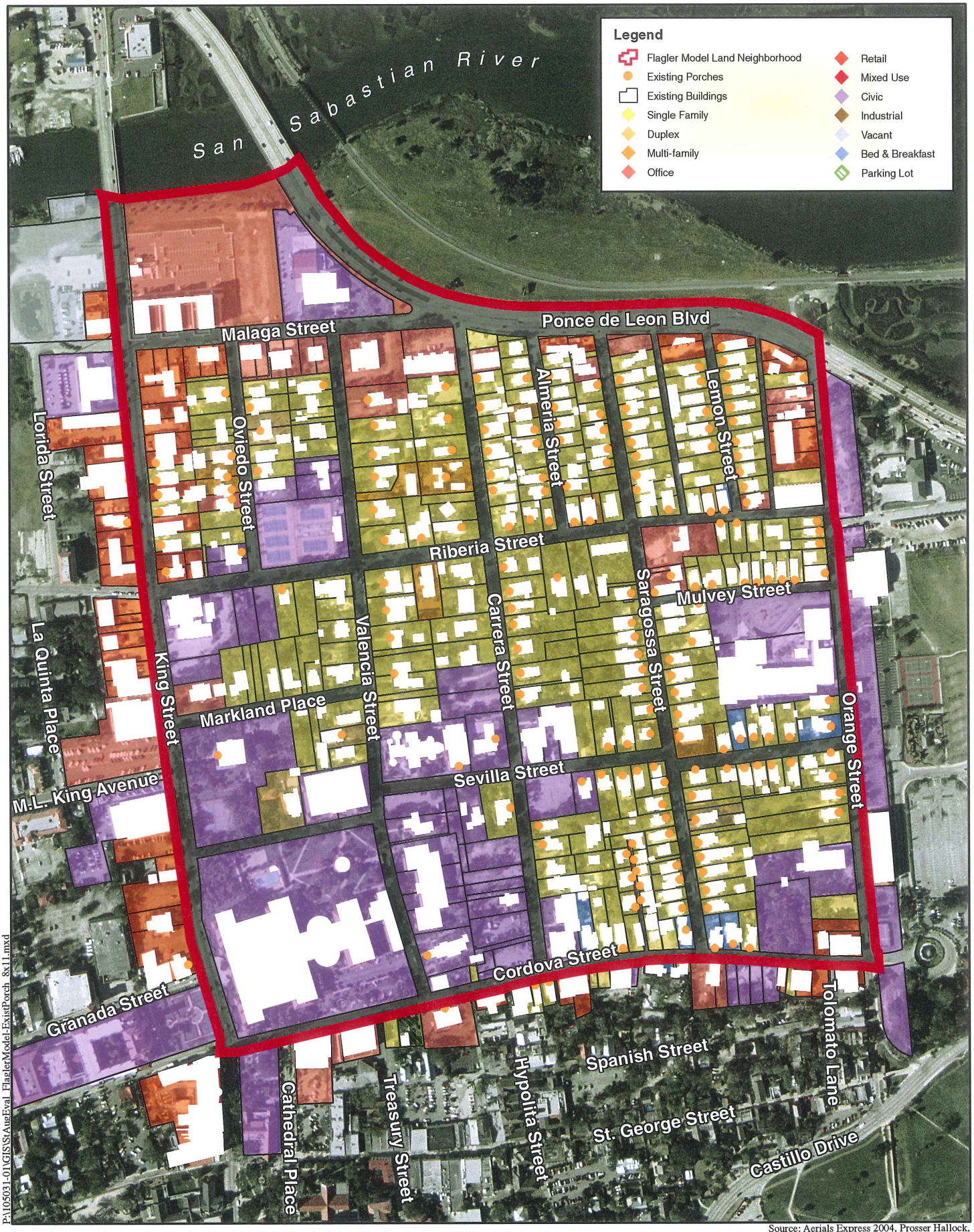
The majority of commercial and civic principal building facades exhibit no consistent elements or orientation to the street, except for the main Flagler College building and the churches in the neighborhood. Many of these buildings display unique architectural elements that contribute to the variety of building facades throughout the neighborhood which enhance the interest of the built environment. Porches are not a common element reflected on the majority of commercial buildings throughout the Flagler Model Land neighborhood.

Summary and Recommendation: Facade Elements

The general character of the Flagler Model Land neighborhood is reflected by the majority of residential building facades being oriented toward principal public right-of-ways, the presence of porches, clearly defined main building entrances, and windows that portray a "neighborliness" throughout the area, due to their visibility from the street.

Buildings typically share similar design features, such as the facade being oriented to the street, the location primary building entry, as well as the location and number of windows on the front elevation. Therefore, if the principal facade exhibits an orientation which addresses the street, such as a primary entrance, and arrangement and number of window elements, then new or modified buildings should match the pattern of the majority of buildings on the same and facing blocks, if such pattern exists.

Porches contribute to the character of the Flagler Model Land neighborhood. While it is evident that some porches in the residential neighborhood have been converted to habitable living spaces, the porch element is still a dominant and common element throughout the area. Therefore, front porches should be required on new construction or modified buildings and be consistent with the prevailing architectural style, when it is established that the context on a majority of the houses on the same and facing block fronts or adjacent blocks have front porches.



P:\105031-01\GIS\StAugEval_FlaglerModel-ExistPorch_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Existing Porches

0 200 400 Feet

September 22, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Building Disposition

Another consistent character feature commonly reflected throughout the residential portion of the Flagler Model Land neighborhood is the disposition of buildings. Disposition is the location of the structure relative to the boundaries of each individual lot. The pattern of building disposition is exhibited by the consistent setback of buildings, which establishes visual continuity along the build-to-line and defines the public realm as shown on Map 11: Building Disposition. There are not a significant number of new buildings throughout the Flagler Model Land neighborhood, therefore building disposition generally reflects the continuity and original placement of buildings and setbacks of the initial construction era.

The disposition of buildings over time is a one of the more illustrative examples of the application of standardized regulations contained in a community's zoning code. Most of the buildings in the Flagler Model Land neighborhood existed prior to the advent of modern conventional zoning codes that determine lot standard requirements in different zoning districts. There are a few examples in the neighborhood where a new building has been allowed per the zoning code to be sited on a lot which does not match the character of the surrounding buildings.

The one-size-fits-all approach of typical conventional zoning code lacks the ability to ensure compatibility of new building disposition, and with other elements that define the character of a

Dissimilar building disposition in Flagler Model Land

Valencia Street looking east, Flagler College and Churches evident in background neighborhood.

Residential building disposition is clearly different along the north side of Valencia Street and the south side of Carrera Street, generally between Cordova and Malaga Streets. Most residential buildings along these segments of Valencia and Carrera Streets are approximately double the distance back from the property line from the remainder of the neighborhood. It is not known why these buildings have larger front setbacks, but it may be due to the disposition of the churches which book-end the eastern part of these streets and the efforts to ensure visual sightlines of the churches are maintained, or that their homes were built when the zoning codes required larger setbacks. While the building disposition is different along these street edges, it does not substantially affect the neighborhood's character, but it is an example of how building placement varies within the neighborhood.

The non-residential buildings throughout the Flagler Model Land neighborhood do not exhibit a consistent building disposition. An irregular form is more typical due to the variety and style of the type of commercial and civic buildings. Consequently, the buildings do not form a consistent build-to-line, resulting in a poor spatial definition of the public realm which weakens the sense of place.

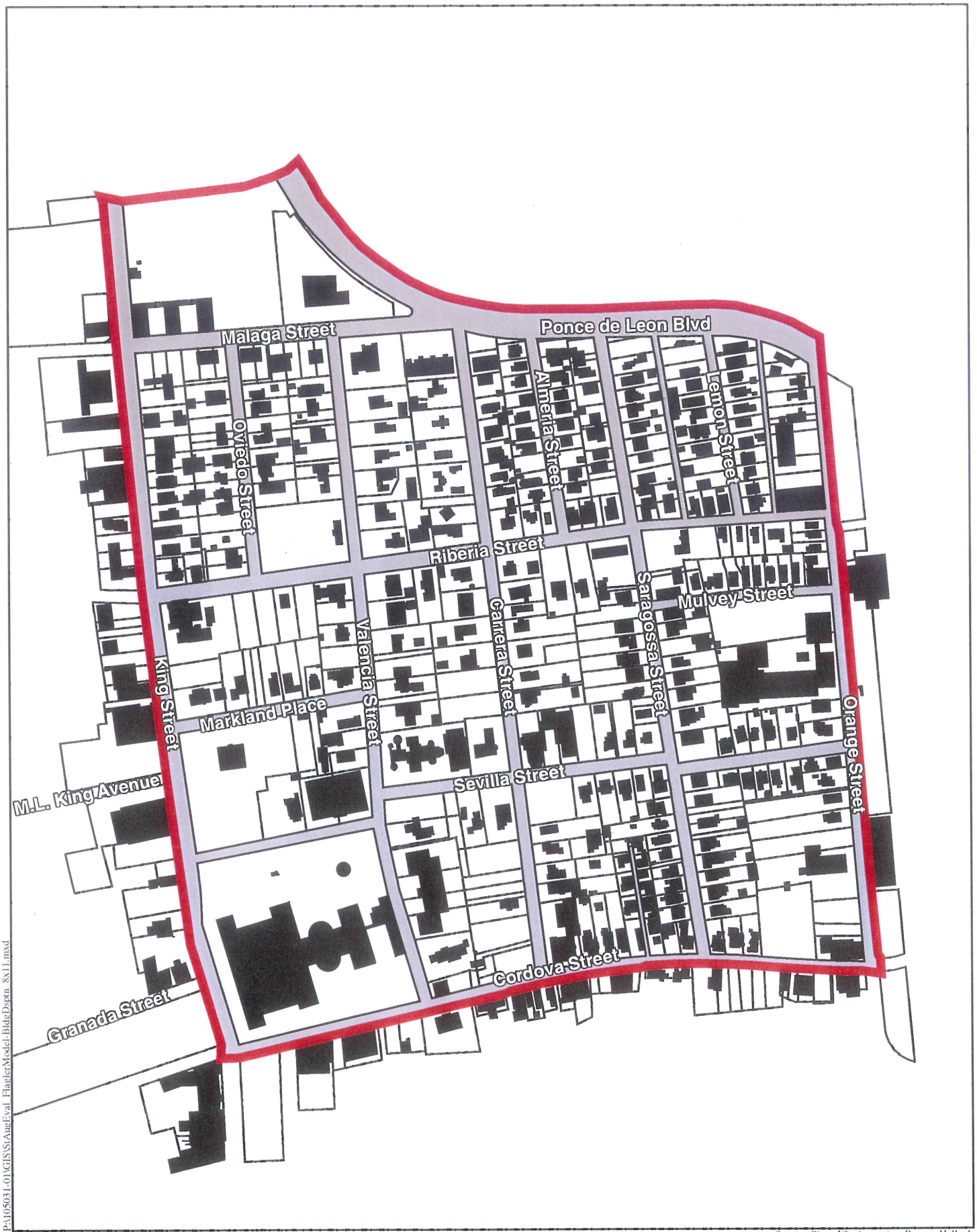
Although the buildings do not form a consistent build-to-line on the length of the street, the street edge is defined by the use of the masonry walls, metals fences, and /or formal hedges creating a sense of place.

Summary and Recommendation: Building Disposition

Building disposition is the placement of a structure on the individual lot where it resides. A similar building disposition throughout a neighborhood presents a strong and distinctive character trait that reinforces an area's form

If the context in an area is that a building reflects a disposition that is dissimilar with the requirements of the governing zoning code, the building disposition for new or modified buildings should match the pattern of the majority of buildings on the same and facing blocks, if such pattern exists.

Valencia Street looking west, facing buildings have different disposition



P:\105031-01\GIS\StAugEval_FlaglerModel-BldgDspn_8x11.mxd

Source: City of St. Augustine, Prosser Hallock

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Building Disposition

0 200 400 Feet

September 22, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 11

Building Configurations

A building's configuration addresses the form of a building, based on its massing, private frontage and height. The mass and height of buildings establish the scale of the built elements throughout the Flagler Model Land neighborhood. Mass and height are elements which determine how buildings relate to one another to create continuity and a neighborhood's character. Similar width buildings on similar width lots also contribute to the mass of a building and to defining a neighborhood's character. Disparity of size is a measurable factor in determining whether adjacent buildings are compatible and maintain the existing character throughout the neighborhood.

Residential buildings throughout the neighborhood are a mix of one-story (or one-and-a-half) and two-story buildings as shown on Map 12: Existing Building Height. At the block level, either a pattern of one-story or two-story buildings are dominant. Houses tend to share a similarity in width, as well as similarity in the width of the lots. The elevation of the first floor level is generally consistent, with most homes positioned three or four steps above grade relative to the principal street. This consistency of building height, width, and elevation of the first floor is common throughout the neighborhoods and establishes a strong relationship between buildings and public realm.

Most of the commercial buildings pre-date modern zoning regulations, and are typically one-story buildings, with some two-story buildings throughout the neighborhood. They provide space for a mix of retail, office, and service uses at a variety of intensities. The mass and height of these structures within the Flagler Model Land neighborhood exhibit an irregular form, and there is no significant degree of consistent building characteristics among them.

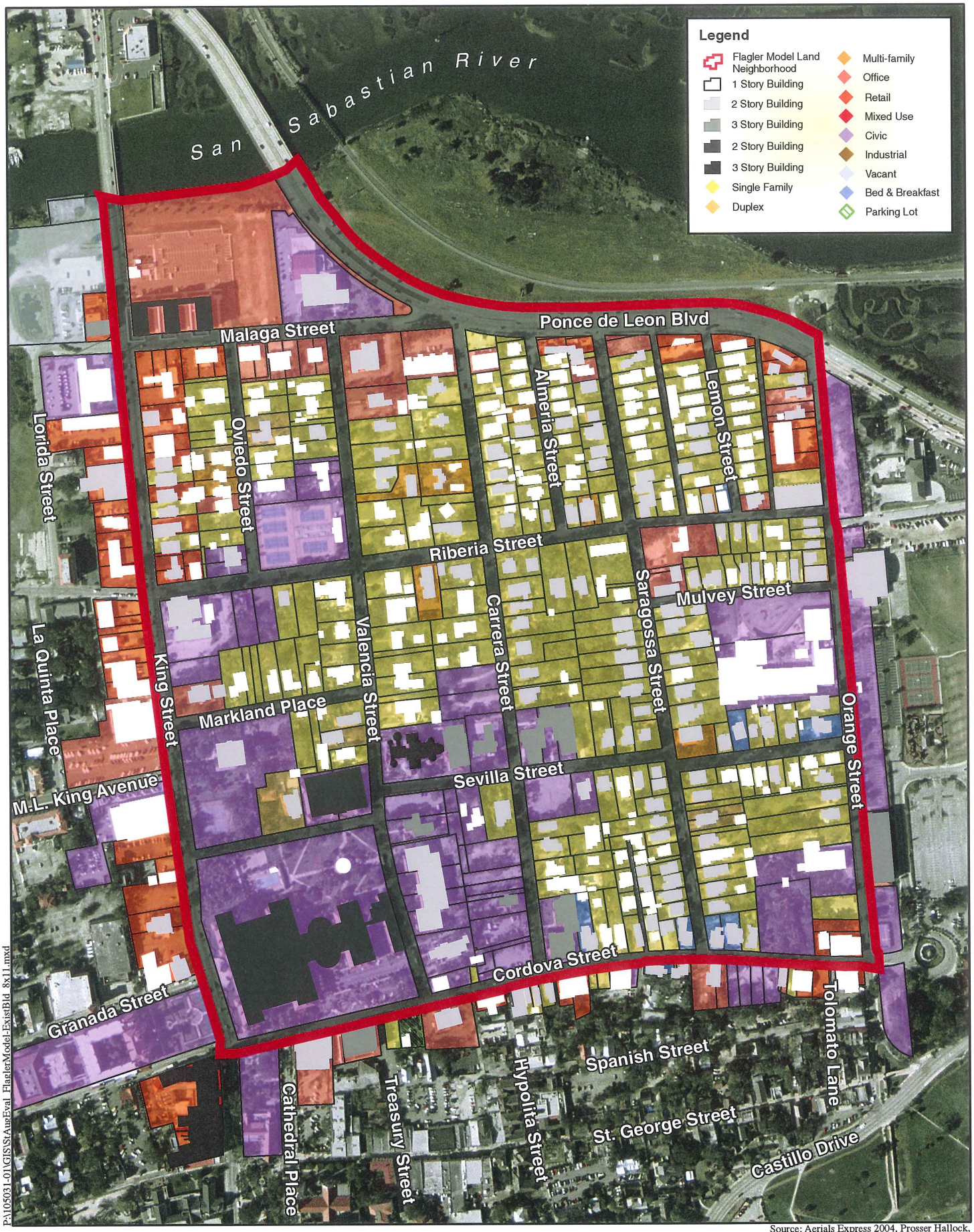
The civic buildings throughout the neighborhood are larger structures and range in height from one- to five-stories, with most being approximately three-stories and greater in height. The irregular mass and scale of these buildings and the fashion in which they address the public realm inherently become important focal points within the neighborhood. This is exemplified in these buildings being characterized through their pedestrian "friendliness" and "welcoming" qualities.

Summary and Recommendation: Building Configurations

Height of new buildings should be similar to that of existing buildings on the same and facing block. New buildings should be acceptable if they that are not taller than the tallest building, nor shorter than the shortest building. Taller buildings may be approved on a case-by-case basis if other building elements can mitigate the impact between the new building and adjacent buildings scale. As long as the elements of building character are maintained, a minor disparity in size for a new building may be in context with the neighborhood.

The rhythm of similar width buildings on similar width lots does much to define the character of the neighborhood's existing form. Large new buildings disrupt this character, unless design measures are employed to reduce their apparent scale. New buildings on the principal street should be designed to maintain the rhythm of the existing adjacent buildings.

The elevation of the first floor level of new buildings should generally match the pattern of half or more of the houses on the same and facing block fronts. If the first floor of most houses in an area are positioned three or four steps above the prevailing grade relative to the fronting street elevation, new buildings should have a similar height of the first floor, and if most surrounding buildings are one or no steps above grade, new construction should match this characteristic.



P:\105031-01\GIS\StAugEval_FlaglerModel-ExistBld_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Building Heights

0 200 400 Feet

September 22, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 12

Garage/Off-Street Parking Element

Garage elements throughout the Flagler Model Land residential neighborhoods reflect three general types that establish a consistent visual element along blocks and streets and provide areas for off-street parking. Detached garages are a prevalent type of structure throughout the neighborhood, located in the rear yard with doors facing the principal access way. A narrow driveway from the garage provides access to the street. Some detached garages also house second-story apartments that provide important housing opportunities for residents and should be allowed to continue.

Garages that are accessed via alleyways are evident along portions of Orange, Lemon and Saragossa Streets within the Flagler Model Land neighborhood. Driveways from the principal access ways are limited to off-parking lots for commercial establishments on Orange Street.

Garage placement is clearly different along the north side of Valencia Street and the south side of Carrera Street, generally between Cordova and Malaga Streets. Most residential buildings along these segments of Valencia and Carrera Streets have attached garages positioned in line with the main principal facade.

Summary and Recommendation: Garage/Off-Street Parking Element

Garage placement within the Flagler Model Land neighborhood establishes an important character throughout the neighborhood. Therefore, if garages are present, they should follow the pattern of half or more of the residential properties on the same and facing block front as provided in the following circumstances:

- If the context in an area is that garages are located behind the house, a pattern of rear garages should be followed
- If the context in an area is that garages are attached or that garages are part of the main building with doors facing the street, this pattern should be followed
- If there is no garage pattern shared by at least half of the residential properties on the same or facing block front, garages may be attached and face the street provided the garage portion of the building is set back from the main plane of the principal facade

BUILDING ELEMENT: SUMMARY AND NEXT STEPS

The Flagler Model Land Pilot Evaluation is intended to encourage consideration of a neighborhood's existing building elements and to think about the effect of how new building styles will affect the neighborhood. This evaluation found common contextual characteristics throughout the Flagler Model Land neighborhood, and if determined to be worth maintaining, will need preserving through special zoning and/or design standards to ensure that new or modified buildings can be evaluated prior to construction in order to maintain the neighborhood's fabric.

Historic preservation districts are important to the City of St. Augustine but perform no role outside of their boundary. If maintaining the character of the greater Flagler Model Land neighborhood is deemed necessary, this will also require that specific code modifications be developed and implemented.

It is recommended that an assessment tool and standards be created to ensure that physical changes throughout the Flagler Model Land neighborhood are minimal, contains a level of predictability, and remains compatible with the character of the neighborhood. Through the identification of core physical elements, and understanding their interconnectedness with the public realm, the City will have the information to implement specific decision making tools and regulations that preserve and strengthen the quality of the neighborhood's public realm, and maintain its character.

URBAN TREE CANOPY CHARACTERISTICS

INTRODUCTION

One of the more striking elements that contributes to the Flagler Model Land neighborhood's uniqueness is the tree canopy, which defines the street edge and buildings throughout the area. Though many may not consider the urban forest to be part of the "natural environment," it represents a significant community investment – exemplified by St. Augustine being a 23-year member of the TREE CITY USA® program sponsored by the National Arbor Day Foundation.

Large mature trees like Camphors, Live Oaks and Sabal Palms exist throughout the Flagler Model Land neighborhood and provide multiple benefits to residences, property owners, visitors and the community. Trees shelter homes from the elements, establishes the neighborhood's micro-climate, purify the air, stabilize the soil, create a walkable neighborhood by providing shade for pedestrians, and define the character for residences and businesses. Trees – due to their mass and scale are a strong visible element that contributes to the character of the neighborhood. It is recognized that trees, both occurring naturally and planted and managed, are essential to the quality of life of residents and the character of the neighborhood.

Value of Trees

The role of trees in providing beauty and shade in our communities and neighborhoods is widely appreciated. But what is less generally understood are the many vital and often unseen things trees do to make our neighborhoods more pleasant and healthful place in which to live.

The benefits of mature trees in our neighborhoods are numerous and below are some of the positive results from trees that affect the many St. Augustine neighborhoods.

Reduce Energy Costs – Shade from trees reduces the need for air conditioning in summer. In winter, trees break the force of winter winds, lowering heating costs.

Tree canopy in Flagler Model Land on private property

Clean the Air – Tree produce oxygen that we breathe. In addition, trees remove air pollution by lowering air temperature, by releasing water into the atmosphere, and by retaining particulates. By reducing the need for heating and cooling systems, trees also reduce emissions that contribute to atmospheric carbon dioxide and the greenhouse effect.

Valencia Street looking west. Overhead utilities and building disposition affect character of tree canopy.

Produce Economic Benefits – Trees add value to retail areas making them more attractive places for shopping. Trees along streets and on private property increase property values. Studies have

shown that the presence of trees increased the salability and selling price of home by as much as 15 to 20 percent.

Screen Noise and Undesirable Views – Strips of densely planted trees and shrubs will not completely remove the annoyance of noise, but they can significantly reduce it. Urban forestry researchers have shown that even narrow belts of tress can reduce noise by three to five decibels. And trees can provide privacy or screen out undesirable views.

Attract Wildlife – Trees can provide habitat for songbirds and other desirable wildlife, adding natural sounds and beauty in the urban environment.

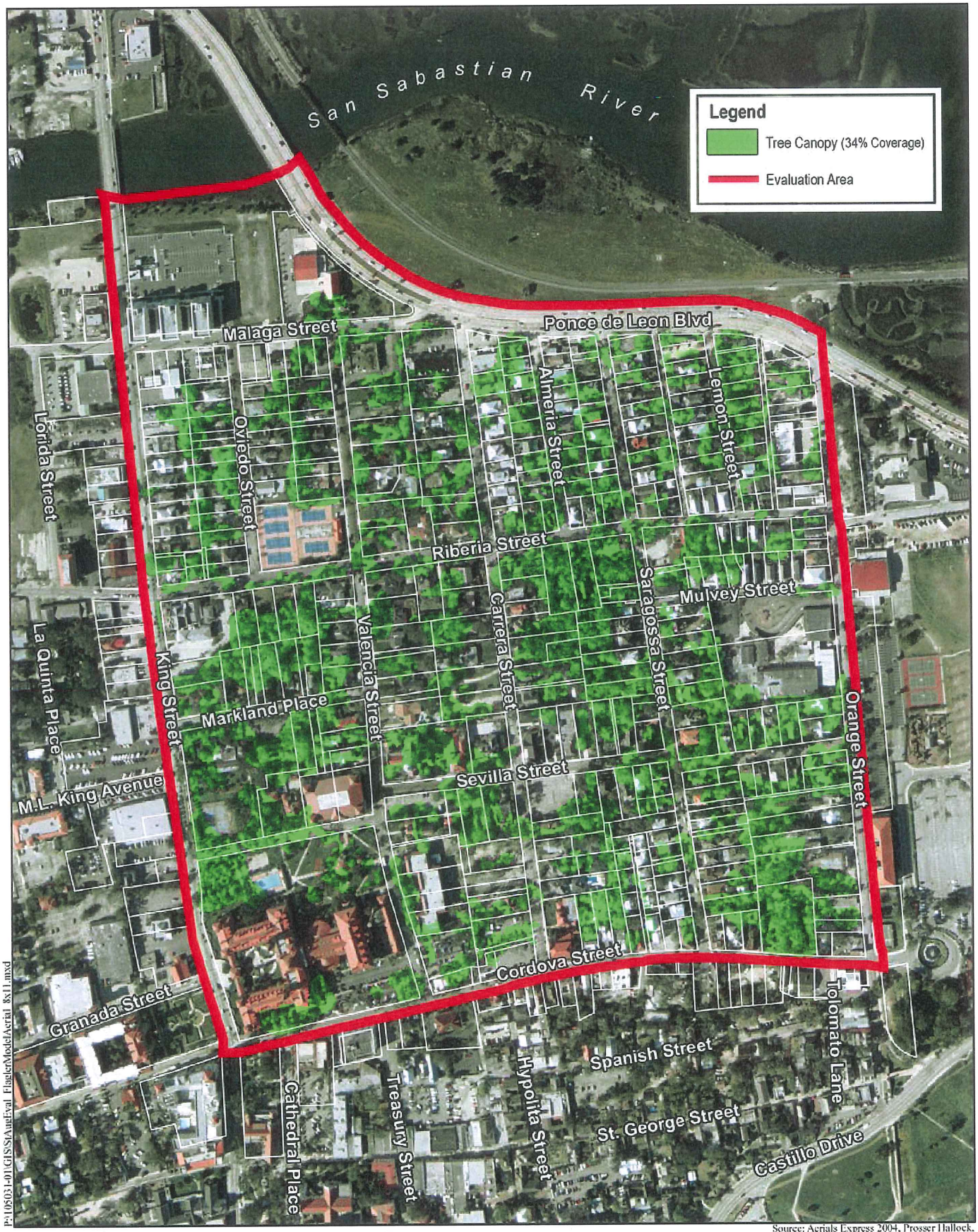
EXISTING TREE CANOPY

The tree canopy throughout the Flagler Model Land that establishes the neighborhood's natural element and public realm are mostly planted on private property, outside but close to the public right-of-way (ROW) line. Field observation and analysis of digital aerial images was utilized to verify the locations of trees and estimate the canopy coverage within the neighborhood as shown on Map 13: Tree Canopy Coverage. The tree canopy covers approximately 34 percent of the neighborhood.

The pattern of tree spacing is irregular in places, but this creates for more visual interest and reinforces that trees are located on private property and planted to address the building and needs of the property owner. The close spacing of tree allows canopies to intermingle with one another, and arch over streets and front yards.

However, the character of the tree canopy is severely disrupted in several places. This is likely due in part to redevelopment activities and public improvements, which may have caused the removal of large mature trees. Along some streets with larger ROWs, such as Valencia Street, trees appear to be located within the ROW, where there is more space for available for tree planting; however, the spacing between trees are wider than in other parts of the neighborhood, thus the tree canopy does not provide the same sense of place.

A major constraint and impediment to street trees is the presence of overhead utility lines and affixed light fixtures that primarily occupy one side of the street. In many areas, the tree limbs and overhead utility lines intermingle, resulting in constant trimming of tree branches.



P:\105031-01\GIS\StAugEval_FlaglerModelAerial_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Boundary

0 200 400 Feet

September 18, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock PLANNERS & ENGINEERS

Map 13

FUNCTION OF RIGHT-OF-WAY

As mentioned previously, the constraints affecting tree planting within the Flagler Model Land neighborhood ROW is a function of the width of the street ROW, underground and overhead utilities that are located in the ROW.

The majority of the street ROW throughout the Flagler Model Land neighborhood is 40 feet in width. A 40 foot ROW typically includes an average street pavement width of 24 feet, with approximately 8 feet on either side, which includes 4-foot-wide sidewalks and approximately 4 feet of green space, typically grass. The planting strip available for street trees in the ROW amounts to less than 4 feet in width, from back-of-curb to sidewalk, and is not recommended for tree planting.

Sevilla Street looking north from Saragossa, typical 40 foot Row with trees located on private property.

The recommended planting strip area for most communities is a minimum width of 6 feet, if it contains trees, or 3 feet in width for grass. A planting strip less than the recommended size will increase the trees' susceptibility to premature death or damage, and damage to road pavement, sidewalks, underground and overhead utilities, and streetscape elements from tree root disturbance. For this reason, trees throughout the Flagler Model Land neighborhood tend to be located on private property.

There are street ROW segments throughout the neighborhood that are 30 feet, 35 feet and 50 feet in width which creates a variety of scenarios as to how trees impact the character of the neighborhood. Areas where the street ROW is less than 40 feet in width, trees are typically not located in the ROW and found on private property.

Commercial areas tend to reflect a minimal amount of trees and tree canopy coverage. This is evident along King Street, Malaga Street and Ponce de Leon Boulevard where widening of the street ROW to accommodate additional vehicle capacity, more intensive uses, and redevelopment activities on private property, has lead to the removal of mature trees over a period of time.

King Street, looking east, Sabal Palms affected by road, driveways, and overhead utilities.

King Street looking east, prior to the automobile era.

As shown along King Street, which is approximately 55 feet in width, the street is defined by irregularly spaced mature Sabal Palms within the

planting strip. The reason for the irregularity of sabal palms is the disruption of the planting area, which has been dissected by access driveways to properties. Common driveway requirements would have prevented this outcome.

The trees along Ponce de Leon Boulevard (US 1) also exhibit an irregular form, spacing, and character. Buildings and parking lots are generally in close proximity to the street ROW and there are no adequate planting areas available for trees. The tree are a mix of species and mostly located in the front and side yards of private property.

Ponce de Leon Boulevard looking south, no defined street presence.

TREE PRESERVATION

The City of St. Augustine acknowledges that urban trees improve the quality of life of the community, and they contribute to the aesthetics and provide numerous environmental benefits. To be considered a Tree City USA® community, the City of St. Augustine must meet four requirements; establish a tree board or commission, enforce a tree ordinance, maintain a comprehensive forestry program, and observe Arbor Day. Chapter 25 of the Code of the City of St. Augustine regulates the preservation and protection of trees on private and public property, within the ROW, and it outlines tree mitigation requirements throughout the community. The code states that it is unlawful for any person to directly or indirectly cut down, destroy, remove or effectively destroy by damaging any tree without first obtaining a permit.

The importance of tree preservation in St. Augustine is evident by the City's efforts in creating awareness, educating residents and enforcement of tree preservation throughout the community. These efforts will ensure that future generations of residents, property owners, and visitors enjoy the benefits provided by the existence of trees throughout the community and the Flagler Model Land neighborhood.

SUMMARY AND RECOMMENDATION: URBAN TREE CANOPY

Trees contribute significantly to the character of the Flagler Model Land neighborhood. The purpose of maintaining a planting area is to separate the sidewalk from the street, to allow room for utilities and street fixtures above and below ground, and to permit the planting of street trees. However, throughout the Flagler Model Land neighborhood street trees are generally planted within the front yards of private lots, rather than the street-side planting strips of the ROW. The location of trees within private property is related to the narrowness of street ROWs which does not adequately accommodate the planting of trees.

To ensure that a tree canopy is able to grow without being trimmed on a regularly basis, the City of St. Augustine should implement a policy to further evaluate a phased program to relocate overhead electrical and utility service lines underground, wherever feasible and affordable, as redevelopment and street improvements occurs in the Flagler Model Land neighborhood. However, due to the technical requirements of relocating overhead utilities underground it may not be possible along some streets.

Therefore, in order to maintain the urban forest character throughout the Flagler Model Land neighborhood, where it is established that a tree canopy is a major element of an entire block, tree removal should be avoided. A greater level of review, with additional mitigation requirements would be needed to ensure that the granting of a tree removal permit does not adversely impact preservation of the established neighborhood's tree character on private and public property.

CITIZEN PARTICIPATION PROCESS

INTRODUCTION

The involvement of the people who live, work and go to school will be essential to developing a meaningful participation process to evaluate character and develop decision making tools designed to maintain the Flagler Model Land neighborhood for generations. This evaluation process will create an organized mechanism to move the area's stakeholders to a collaborative partnership with the shared goal of developing a long-term solution for creating a higher quality of life and living standard for their neighborhood.

This process will lead to the strategies presented in the Conclusion and Recommendation section of this evaluation report. The participation process outlined in this section will need to be replicated for each neighborhood where similar issues are being faced and solutions need to be developed.

Determining a neighborhood's context begins with the collection, research and analysis of existing urban and natural conditions, past trends and designs to identify their characteristics and their value. Once this information is complete it is to be presented to the public and agencies for review and to gather their input in order to identify and develop key implementation actions and strategies. Overall, each neighborhood, at a minimum will require the following information to be collected and evaluated:

- Identify existing traffic and land use condition and issues
- Identify zoning and variance/exception issues
- Identify neighborhood context and key elements affecting public realm
- Review traffic and utility data
- Brainstorm goals, issues and strategies (SWOT Analysis)
- Undertake a neighborhood charrette
- Consider alternatives
- Develop a common vision of the neighborhood's character
- Identify and development specific actions

Outreach

Outreach efforts throughout the evaluation should include informal conservations with business owners and residents during site visits, individual meetings with business owners, meetings with Flagler College representatives and church leadership, student government, and presentations to City departments, boards and committees. Each neighborhood may require the addition or subtraction of key stakeholder groups for involvement in the process.

CHARRETE DESIGN WORKSHOP

A design workshop or "charrette" is a critical element of the evaluation of neighborhood character. The purpose of the workshop is to allow the evaluation team to create a list of neighborhood character elements and issues with simultaneous input from the public. Charrette results will be presented to participants at the end of the session for further evaluation. The neighborhood character elements will be refined and enhanced during the subsequent planning process and evaluated along with the existing condition information previously collected.

SWOT Analysis

A key exercise of the charrette will be the Strength, Weakness, Opportunities and Threat (SWOT) analysis. A SWOT analysis is a highly effective way of identifying Strengths and Weaknesses (existing conditions) and also the neighborhood's Opportunities and Threats (possible future conditions). Carrying out this type of analysis will assist the participants to focus on areas where the neighborhood character is well-established and where it is becoming degraded from blight, neglect or inappropriate governmental regulations. This analysis permits further evaluation of the

key issues and the identification of potential solutions.

To identify various issues in each of these categories, an engaging community dialogue and brainstorming exercise should take place. An example of a SWOT analysis was undertaken as part of the Flagler Model Land neighborhood pilot evaluation to determine its scope and effectiveness. A table depicting the Example SWOT Analysis for the area and its corresponding map (Map 14, SWOT Analysis) are located on the following pages. This SWOT analysis is for illustrative purposes only and is merely an example of the information that would likely be gathered during this type of exercise.

When the SWOT analysis is performed in a realistic and candid way it can be very informative both in terms of pointing out what needs to be done, and in putting various issues into proper perspective.

The outcome of the participation process is to determine the context and character based on participant involvement that identifies the crucial elements of the neighborhood for ensuring its long-term stability and composition. Only through the participation of the community will key issues and solutions be identified which serve as the basis for action.

PLAN RECOMMENDATION

This process of citizen participation is designed to create multiple venues for community participation and deliberation and give the general public and decision makers enough information to make rational decisions and determine specific actions for implementation.

SES

- ☐ A street grid pattern provides alternative driving routes & bicycle and ped
- ☐ Majority of streets have narrow vehicular lanes:
  - Provides traffic calming
  - Creates safe, walkable, pedestrian neighborhoods
- ☐ Pedestrian destinations xist within ¼-mile to 90% of neighborhood reside
  - Schools, retail shops, civic buildings/plazas
- ☐ Neighborhood walkability
  - Street trees and/or urban forest provide shade for approx. 65% of neig
  - Sidewalks exist along all thoroughfares and create a network of pede
- ☐ On-street parking is located along all thoroughfares:
  - Provides accessible parking for residential and non-residential uses
  - Reduces need for vehicular parking in front yards
  - Visually narrows driving lane thus reducing vehicular speeds
  - Provides barrier between pedestrians and thoroughfares
- ☐ Vehicular parking provided in rear of some residential lots and businesses
- ☐ Building scale and architecture styles enable compatibility of different use
  - Front porches are predominant arch. element on majority of residential
- ☐ Consistent architectural elements
  - Definable historic character within neighborhood
- ☐ Residential Buildings:
  - Height:
    - Primarily equal mix of one and two-story buildings that are compatib
    - Oriented to front yards and relate to street
  - Building placement:
    - Consistent building setbacks establish visual continuity along streets
    - Shapes public realm, creating sense of place and unique character
      - Establishes form and Mass relation among buildings
- ☐ Non-Residential Buildings:
  - Height:
    - Majority of older bldgs. (pre WWII) are two-story structures & sup uses, i.e., retail, office, residential uses.
    - Civic buildings, i.e., college, church, schools, gov't, are primarily and create a civic presence and identity within neighborhood and c
  - Orientation
    - A small group of representative buildings exemplify how orientati line form and increases quality of public realm
    - Some example mixed-use buildings exist within neighborhood
  - Placement:
    - Maintain & reinforce consistent building setbacks to establish visual streets, establish form & mass relation among buildings and shape pu
  - Neighborhood character is controlled between buildings and public re architectural elements

destrian environment along neighborhood boundary
within residential & non- residential areas
s.
lility
feet).
ing St. to have greater setbacks from ROW line to accommodate vehicular parking
imarily to
idents
ntial areas of
cks & provide vehicular parking between sidewalks and buildings, reducing quality
located on the Mulvey Street ROW line
ighborhood
nd adjacent
tbacks or PUD zoning

CS

- ☐ Incorporate sidewalks, street trees, on-street parking and narrower travel l
  - reduce vehicular speed
  - provide shade and narrow the wide appearance of corridor
  - increase walkability and pedestrian network connections
- ☐ Identify/enhance existing potential pedestrian destinations
- ☐ Provide incentives for redevelopment of uses along US 1, King Street and
  - redefine public realm
  - provide additional daily neighborhood services and needs
- establish pedestrian & vehicular oriented environment
- ☐ Provide uncompleted sidewalk links to establish connectivity throughout
- ☐ Maintain existing on-street parking areas to:
- reduce areas required for off-street surface parking
  - provide traffic calming within neighborhoods
- ☐ Incorporate pedestrian scaled lighting along 'Gateway' thoroughfares to:
  - provide a safer and walkable environment
  - establish unified image of City when entering via Gateway thoroughfar
- ☐ Strengthen codes based on architectural context and/or historic character
- ☐ Establish non-residential signage standards.
- ☐ Provide incentives for redevelopment of single-use/auto oriented uses alo
  - define public realm and establish pedestrian environment.
  - establish US-1 and King Street as City Gateways
  - Create protection to adjacent neighborhoods w/ new buildings
  - provide additional daily needs & services for residents
  - reduce vehicular trips
- ☐ Work w/ FDOT to incorporate new enhancements design parameters alor
- ☐ Develop compatible adaptive reuse of buildings

esidential neighborhoods & neighborhood character
al long-term fragmentation of neighborhoods & public realm.
backs
hood

Prepared by Prosser Hallock, 2006

P:\105031-01\GIS\StAugEval_FlaglerModel_SWOT_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood SWOT Analysis

0 200 400 Feet

September 22, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 14

CONCLUSION AND RECOMMENDATIONS

The findings of this pilot evaluation for the Flagler Model Land (FML) neighborhood clearly show the existing area to be a unique and diverse built environment. Being one of the oldest neighborhoods in the City, and located adjacent to several historic districts, the FML neighborhood serves as a buffer to protect these historic areas. The evaluation identified a consistent pattern of physical and natural elements which establish the neighborhood's character. This evaluation also reveals that changes during the past two to three decades have cumulatively created negative impacts on the FML neighborhood's unique character, which is now becoming more evident.

From this evaluation it was concluded that the uses permitted by the neighborhood's existing land use categories and zoning districts are appropriate for the neighborhood. Given that the existing zoning ordinance was adopted decades after the neighborhood was originally developed, it is difficult to apply development code requirements to structures that are non-conforming. Quite often this scenario leads to requests for variances and special exceptions for any new development proposed within the FML neighborhood. Furthermore, the development code requirements focus more on compliance with suburban-type regulations that do not maintain or recreate the character found throughout the FML neighborhood.

The most important element within the FML neighborhood is the public realm. In these public spaces, residents and visitors experience the neighborhood. The public realm is delineated by the location of buildings and/or street trees along the perimeter of these spaces. This is evident in the neighborhood's residential areas where consistent building setbacks define the right-of-way, making these neighborhoods enjoyable places in which to live, work, and visit. Due to implementation of the existing development code, it is evident that the quality of the public realm is deteriorating within the neighborhood, especially along its perimeter corridors.

The distinctive variety of streets provided by the Colonial street pattern offers good vehicular and pedestrian interconnectivity within the FMLN and its neighboring businesses and residents. The existing sidewalks and on-street parking (located along the majority of the neighborhood's streets) enhance the public realm by providing pedestrian connections as well as convenient parking that also protect pedestrians using the sidewalks. There is still a need to provide additional shade streets within the street rights-of-way to further enhance the public realm by reducing heat and glare, and provide a comfortable walking environment.

To address the issues identified in this evaluation, it is highly recommended that a citizen-based participatory planning and design workshop, or charrette, be held with the neighborhood residents to clarify their goals and objectives with respect to future development within the neighborhood and the preservation of its unique character.

The regulation of future development should be provided through the creation of an Overlay District that establishes the criteria sensitive to the protection of the neighborhood's existing character. This Overlay District should provide prescriptive evaluation standards and prudent guidelines for future development and the establishment of the public realm. A Model Zoning Ordinance addressing the issues and recommendations has been prepared as part of this evaluation.

APPENDICES

for

Flagler Model Land Neighborhood Pilot Evaluation of Neighborhood Character

Appendix A

Flagler Model Land Neighborhood
Model Overlay District

CITY OF ST. AUGUSTINE
FLAGLER MODEL LAND NEIGHBORHOOD
MODEL OVERLAY DISTRICT
MINIMUM DEVELOPMENT STANDARDS

SECTION I. INTRODUCTION

The Flagler Model Land Neighborhood Model Overlay District, hereinafter referred to as Overlay District, provides prescriptive evaluation standards and prudent guidelines for the facilitation of new development projects. Terms used in the text of this Overlay District that are technical in nature or that otherwise may not reflect a common usage, are printed in SMALL CAPITAL LETTERS and defined in Section IX, Definitions of Terms. The Overlay District is to serve as a tool that regulates the form of the built environment to resemble and perpetuate the neighborhood's existing traditional character and enhance its citizen's QUALITY OF LIFE / STANDARD OF LIVING. This is achieved by addressing the neighborhood's existing context at the scale of the block, street and building.

To strengthen the neighborhood fabric in all areas, the development standards collectively evaluate the residential and commercial zoning districts' differing design policies with the neighborhood's common, contextual characteristics. This evaluation results in substituting the conventional zoning 'one-size-fits-all' approach that is commonly applied to the city's neighborhoods, with specific standards created to ensure that building modifications, redevelopment, new development, STREETSCAPES and CIVIC USES are specific and compatible with the neighborhood's existing context.

These standards are to be further complemented by incorporating Design Guidelines to promote new buildings and renovations that strengthen the neighborhood character while establishing a walkable community. The standards and guidelines do not attempt to eliminate the car from the neighborhood, but instead they establish the opportunity to create a PUBLIC REALM that supports walking, biking, transit and the car.

SECTION II. PURPOSE

The Flagler Model Land neighborhood is a diverse, well-established neighborhood comprised of a relatively dense residential area that is encompassed by a mix of retail, office and CIVIC uses. The majority of the neighborhood has retained much of the traditional physical character for which the City of St. Augustine is known.

The proposed standards incorporate the existing context of the neighborhood's character with input from neighborhood stakeholders through a citizen-based participatory planning and design process,. The intent of the proposed district standards is to protect and improve the neighborhood's character; establish a sense of place and community; support a healthy economy by maintaining and providing a vibrant mix of residential, office and, retail uses in close proximity to its residents; attain a balance between the needs of the automobile and pedestrian by creating a walkable environment

within its THOROUGHFARES; and, protect the property values of the residents and businesses within and adjacent to the neighborhood.

The Overlay District's standards are intended to encourage residents, associations, developers, and builders to understand the neighborhood's existing characteristics prior to design and construction. This will enable them to visualize how building design affects the neighborhood as a whole, thereby enabling them to provide compatible design solutions that will strengthen the neighborhood character. These standards and suggestions cannot guarantee good design, but they will assist in minimizing certain design features that most negatively impact the neighborhood's character. The Overlay District's basic components include:

1. Effect of Overlay District Classification
2. The REGULATING PLAN
3. BUILDING TYPE Designation Zones
4. BUILDING TYPES
5. Design Guidelines
6. Definitions Of Terms

SECTION III. DELINEATION OF MODEL OVERLAY DISTRICT

The Flagler Model Land Model Neighborhood Overlay District includes those properties located east of the San Sebastian River and located within, or adjacent to the THOROUGHFARES of the Flagler Model Land Neighborhood (FMLN), i.e., Ponce de Leon Boulevard, Orange Street, Cordova Street, and King Street. In order to provide a complete assessment of the THOROUGHFARES' PUBLIC REALM, those properties in adjacent neighborhoods that abut the outside perimeter of the FMLN's THOROUGHFARES have been included in this evaluation for assessment purposes (See Map 1, Flagler Model Land Neighborhood Boundary)

SECTION IV. EFFECT OF OVERLAY DISTRICT CLASSIFICATION

The FMLN development standards are an overlay zoning district. They shall operate in conjunction with the existing land use categories and any underlying zoning districts in the Overlay District's boundary. It applies to new construction of principal and accessory buildings on land located within the residential zoning districts RS-1 (Residential, Single-Family-1) and RG-1 (Residential, General-1), as well as, the commercial districts CL-1 (Commercial, Low-1), CL-2 (Commercial, Low-2) and CM-2 (Commercial, Medium-2). The HP-4 (Historic, Preservation-4) historical preservation district is regulated by the Historical Architectural Review Board (HARB), and therefore shall be exempt from these standards.

The regulations of the underlying zoning districts, and all other applicable regulations, continue to be applicable to issues not covered by the Overlay District standards. If provisions of the Overlay District standards conflict with the underlying zoning, the conflict shall be resolved in favor of the Overlay District.

P:\105031-01\GIS\StAugEval_FlaglerModelAerial_8x11.mxd

EVALUATION OF NEIGHBORHOOD CHARACTER

Flagler Model Land Neighborhood Boundary

0 200 400 Feet

September 22, 2006

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 1

Application submittals for land use amendments, rezoning, special exceptions, variances and/or building permits shall utilize the existing submittal and review process stipulated in the City of St. Augustine Code of Ordinances, Chapter 28 Zoning, Article II, Administration and Enforcement.

SECTION V. REGULATING PLAN

The REGULATING PLAN identifies the basic physical characteristics of each building site/parcel and the BUILDING TYPES within the Overlay District (see Map 2, REGULATING PLAN). Unlike a conventional zoning map that identifies the potential land use designations that are allowed, the REGULATING PLAN'S primary objective first provides a clear, physical vision of the District's future development form and then addresses the uses permitted. The Plan includes all existing streets, the blocks they define, the property lines that define each lot, FRONTAGE LINE, the STREET EDGE, the PUBLIC FRONTAGE, the FRONT SETBACK and other required standards stipulated in each of the BUILDING TYPES included in the Plan. It also indicates the location of CIVIC USES, i.e., public parks, squares, buildings, and other information used to regulate and preserve the character of the community.

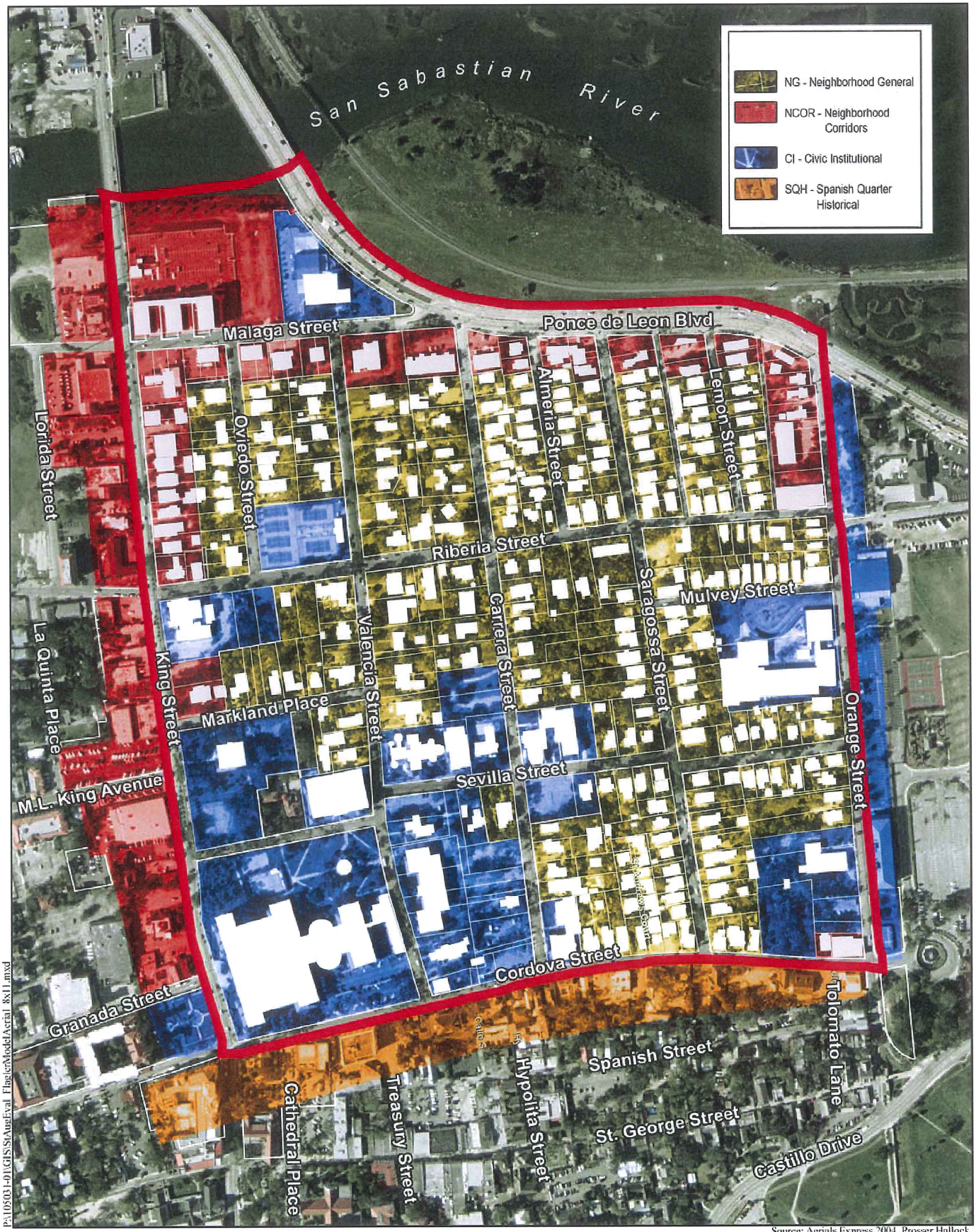
SECTION VI. BUILDING TYPE DESIGNATION ZONES

The Flagler Model Land Overlay District has been divided into four BUILDING TYPE Designation Zones that will regulate the neighborhood's development form and intensity. Utilizing prescriptive measurements, i.e., BUILDING DISPOSITION, FRONTAGES, and BUILDING CONFIGURATIONS, these Building Type Zones address the neighborhood's context at the block, street and building scales. These zones are listed below and are illustrated in Section VII, BUILDING TYPES:

1. Neighborhood General (NG): Includes the Overlay District's existing residential zoning districts RS-1 (Residential, Single-Family-1) and RG-1 (Residential, General-1), (see Appendix B, Map A, Regulating Plan/Existing Zoning Districts).

2. Neighborhood Corridors (NCOR): Includes the Overlay District's existing commercial zoning districts CL-1 (Commercial, Low-1), CL-2 (Commercial, Low-2) and CM-2 (Commercial, Medium-2) that are located along Ponce de Leon Boulevard, King Street and Malaga Street THOROUGHFARES (see Appendix B, Map A, Regulating Plan/Existing Zoning Districts).

3. CIVIC/Institutional (CI): Includes the Overlay District's existing HP-4, Historic Preservation District, as well as other institutional, educational and religious uses that are exempt from complying with the City's zoning code. In following the existing compliance precedence, no BUILDING TYPE standards are provided for this zone. This zone is provided only for identifying the physical location of these uses within the neighborhood.



P:\10503-01\GIS\StAugEval FlaglerModel\Aerial 8x11.mxd

Regulating Plan

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

0 200 400 Feet

September 18, 2006

City of St. Augustine

Prosser Hallock
PLANNERS & ENGINEERS

Map 2

4. Spanish Quarter Historical (SQH): Includes the structures and properties adjacent to Cordova Street and located within the HP-2 and HP-3 Historic Preservation Districts. All new construction within these districts is required to be reviewed by the Historical Architectural Review Board. Therefore, this zone is identified only for its use in assessing the District's Cordova Street THOROUGHFARE, and are exempt from the BUILDING TYPE standards.

These zones address the variations of the residential character, as well as, the transition in building form and intensity of the non-residential perimeter zones and on into the residential areas. These standards require the specific location of buildings, and/or trees, to define street edges for the purpose of creating block, street and building patterns that provide compatible transitions within the neighborhood.

SECTION VII. BUILDING TYPES

After completing the block and street assessment, the urban fabric's next level of scale to be addressed is the lot and building of each BUILDING TYPE. Because this assessment is at a smaller scale the design standards are more detailed. These standards establish basic performance measures for both permitted and required elements, and determine a site's BUILDING DISPOSITION, FRONTAGES, BUILDING CONFIGURATIONS, encroachments, etc. The standards establish both the boundaries within which things may be done and specific requirements that must be met.

The BUILDING DISPOSITIONS used to determine the BUILDING TYPES needed to preserve the FMLN character are illustrated in Appendix B, Table A, BUILDING DISPOSITION. The dispositions identified for both the Neighborhood General and Neighborhood Corridor BUILDING TYPES are illustrated in Appendix B, Table B and Table C, respectively. The street FRONTAGES used to further define the neighborhood's BUILDING TYPES are provided in Appendix B, Table D, PRIVATE FRONTAGES. The specific FRONTAGES permitted in both the Neighborhood General and the Neighborhood Corridor BUILDING TYPES are illustrated in Appendix B, Map E and Map F, respectively.

The physical characteristics stipulated for each of the FMLN BUILDING TYPES are summarized in the following pages in Table 1, Neighborhood General (NG) Code and Table 2, Neighborhood Corridor (NC) Code. For reference purposes, Section IX, Definitions of Terms, as well as Figure 2, Definitions Illustrated, provide graphic illustrations that further define the terms used within the Code.

Table 1: Neighborhood General (NG) Code

BUILDING FUNCTION	
a. Residential	permitted
b. Lodging	permitted
c. Office	prohibited
d. Retail	prohibited

BUILDING DISPOSITION (see Table 1)	
a. Edgeyard	permitted
b. Sideyard	prohibited
c. Rearyard	prohibited
d. Courtyard	prohibited

PRIVATE FRONTAGES (see Table 2)	
a. Common Lawn	permitted
b. Porch & Fence	permitted
c. Terrace or Lt. Court	prohibited
d. Forecourt	prohibited
e. Stoop	permitted
f. Shopfront & Awning	prohibited
g. Gallery	prohibited
h. Arcade	prohibited

LOT OCCUPATION	
a. Lot Width	50 ft. minimum
b. Lot Coverage	35% maximum

BUILDING HEIGHT	
a. Principal Building	2 stories max.
b. Outbuilding	2 stories max.

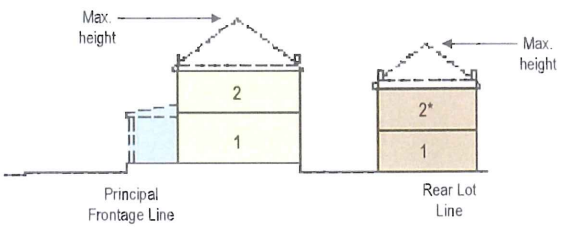
BUILDING SETBACK	
a. Front Setback	Block avg. both sides
b. Street Side Setback	Avg. both sides, 6 ft. min.
c. Side Setback	6 ft. min.
d. Rear Setback	10 ft. min.
e. Frontage Buildout	50% min.

ENCROACHMENTS	
a. At Bldg. Frontage	12 ft. max.
b. At Bldg. Side	3 ft. max.
c. At Bldg. Rear	0 ft.

OUTBUILDING DISPOSITION / PARKING	
a. Front Setback	20 ft. min. + bldg. setback
b. Side Setback	3 min.
c. Rear Setback	3min.

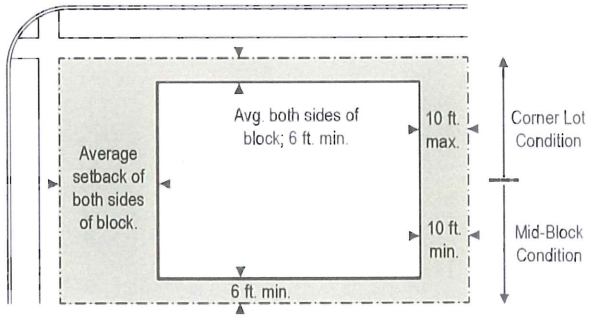
BUILDING HEIGHT

1. Building height shall be a max. height of 35 feet.
2. Maximum height shall be measured at base flood elevation as determined by FEMA to the peak of the roof or parapet.
3. Maximum story height shall not exceed 14 ft. clear, floor to ceiling.



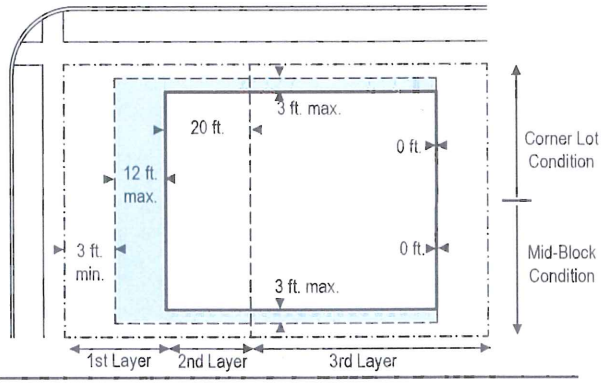
BUILDING DISPOSITION/SETBACKS

1. The facades and elevations of principal buildings shall be distanced from the frontage line and lot lines as shown(see Figure 2.b, Definitions Illustrated).
2. Facades shall be built along the principal frontage to a minumum of 50% of its width of the principal frontage.
3. Street Build-to Line: Maintain setback of building being replaced or the average setback of both sides of the entire block.



ELEMENT ENCROACHMENTS

1. Stoops, bay windows, open porches, balconies may be located within the setbacks as shown in the diagram.
2. Minimum 3 feet between frontage line and maximum encroachment line.
3. Utility connections, A/C units and direct-vent fireplaces shall only be located within the 3rd Layer along elevations (see Figure 2.b and 2d, Definitions Illustrated).



OUTBUILDING DISPOSITION / PARKING

1. Out building elevation shall be distanced from the lot lines as shown.
2. Uncovered parking spaces may be provided within the 2nd and 3rd Layers as shown in the diagram (see Table 3d) and per setback requirements.
3. Covered parking shall be provided within the 3rd Layer as shown in the diagram (see Figure 2.d, Definitions Illustrated) and per setback requirements.
4. Trash containers shall be stored within the 3rd Layer.

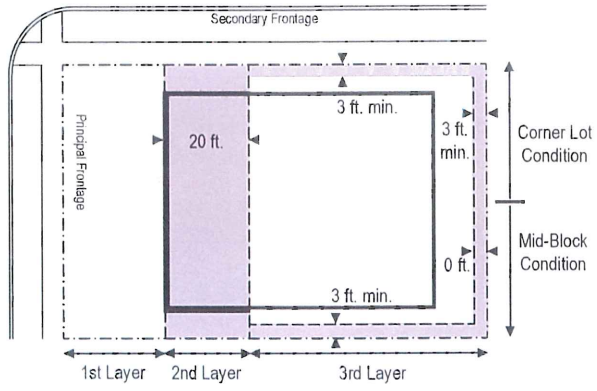


Table 2: Neighborhood Corridors (NC) Code

BUILDING FUNCTION	
a. Residential	open use
b. Lodging	open use
c. Office	open use
d. Retail	open use

BUILDING DISPOSITION (see Table 1)	
a. Edgeyard	permitted
b. Sideyard	permitted
c. Rearyard	permitted
d. Courtyard	permitted

PRIVATE FRONTAGES (see Table 2)	
a. Common Lawn	prohibited
b. Porch & Fence	prohibited
c. Terrace or Lt. Court	permitted
d. Forecourt	permitted
e. Stoop	permitted
f. Shopfront & Awning	permitted
g. Gallery	permitted
h. Arcade	permitted

LOT OCCUPATION	
a. Lot Width	18 ft. minimum
b. Lot Coverage	85% maximum

BUILDING HEIGHT	
a. Principal Building	3 stories max. 2 min.
b. Outbuilding	2 stories max.

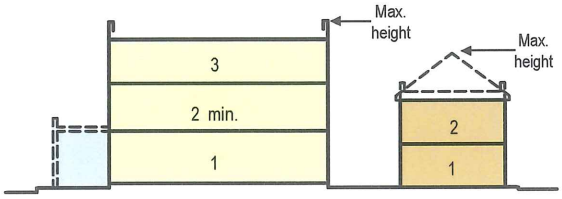
BUILDING SETBACK	
a. Front Setback	6 ft. min. 15 ft. max.
b. Side Setback	0 ft. min. 12 ft max.
c. Rear Setback	3 ft. min.
d. Frontage Buildout	75% min.

ENCROACHMENTS	
a. At Bldg. Frontage	6 ft., (12 ft. w/ arcade)
b. At Bldg. Side	3 ft. max.
c. At Bldg. Rear	0 ft.

OUTBUILDING DISPOSITION / PARKING	
a. Front Setback	40 ft. min. from rear prop.
b. Side Setback	3 ft. corner; 0 ft. mid-blk.
c. Rear Setback	3 ft. min.

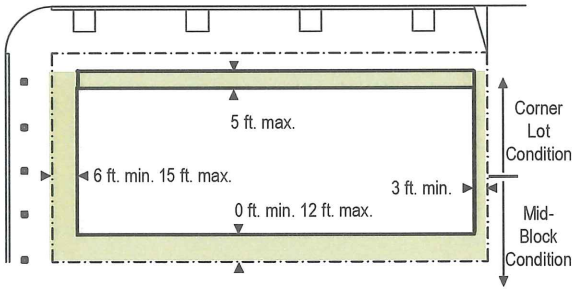
BUILDING HEIGHT

1. Building height shall be a max. heightof 35 feet.
2. Maximum height shall be measured tat the base flood elevation as determined by FEMA to the peak of the roof or parapet.
3. Maximun height shall not exceed 14 ft. clear, floor to ceiling.



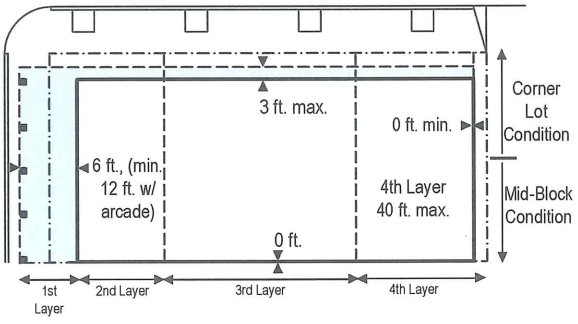
BUILDING DISPOSITION / SETBACKS

1. The facades and elevations of a building shall be distanced from the frontage line and lot lines as shown (see Figure 2.b, Definitions Illustrated).
2. Buildings shall have facades along the principal frontage lines and elevations along lot lines to a minimum of 70%of its worth of the principal frontage (see Table 3e).



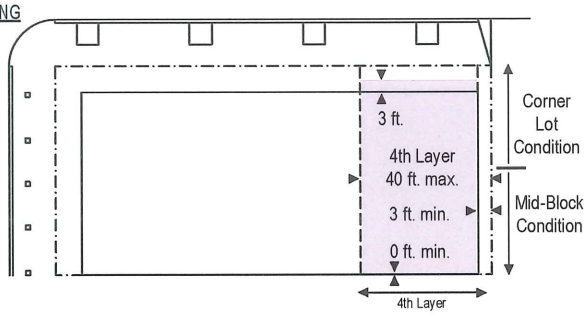
ELEMENT ENCROACHMENTS

1. Stoops, bay windows, open porches, balconies may be located within the setbacks as shown in the diagram.
2. Utility connections, A/C units and direct-vent fireplaces shall only be located within the 4th Layer along elevations or in the alley (see Figure 2.b and 2.d, Definitions Illustrated).



OUTBUILDING DISPOSITION / PARKING

1. Uncovered parking spaces may be provided within the 4th Layer as shown in the diagram (see Table 3d).
2. Covered parking shall be provided within the 4th Layer as shown in the diagram (see Table 3d).
3. Trash containers shall be stored within the 4th Layer as shown in the diagram (see Table 3d).



SECTION VIII. DESIGN GUIDELINES

BUILDING TYPES in the Neighborhood General and Neighborhood Corridor zones provide well-crafted building elements appropriate for the Flagler Model Land Neighborhood (FMLN). While the basic urban objectives, such as building placement, dwelling access and open space arrangement are defined in Section VII, BUILDING TYPES, design guidelines are established to influence building issues of proportion, size, scale and architectural features. Examples of design guidelines are provided below:

A. Building Massing and Proportion:

The rhythm of similar width houses on similar width lots does much to define the character of the neighborhood's established residential and non-residential areas. Large new buildings disrupt this character, unless design measures are employed to reduce their apparent scale. New buildings with a principal street FACADE that is over fifty (50) feet in length should be designed to maintain the rhythm of the existing adjacent buildings. Designs shall be bound to meet this standard which offset the principal FACADE and roof at intervals of fifty (50) feet or less. These offsets shall be at least six (6) feet in depth, and the portions of the FACADE offset shall equal at least 10% of the length of the FACADE. Alternate designs that maintain the rhythm of the block face by such means as shifts in materials within the FACADE, use of multiple porches and/or dormers, and grouping of windows and entrances, may also be approved on a case-by-case basis (see Figure 1, Building, Massing, Proportion and Orientation).

B. Building Elevation:

The elevation of the first floor level of new dwellings shall generally match the pattern of half or more of the houses on the same and facing block fronts. In other words, if the first floor of most houses in an area are positioned three or four steps above the prevailing grade relative to the fronting street elevation, new dwellings shall have a similar height of first floor, and if most surrounding houses are one or no steps above grade, new construction shall match this characteristic.

The Planning Director may approve designs that do not meet this requirement upon receiving information that there are no other practical and reasonable means of providing accessibility to a new dwelling for persons with mobility impairments, and provided the design offers other features to enhance the compatibility of the new building with neighboring dwellings. However, elevating the first floor sufficiently above the sidewalk secures privacy in relation to the windows.

(These Design Elements do not supersede floodplain or accessibility standards, but neither is these Standards waived for those other public purposes. Good design and planning can meet multiple objectives.)

C. Building Fenestrations:

Existing residential structures within established neighborhoods typically share similar design features, such as a common orientation to the street, and the location of entrances, windows, and porches.

Figure 1: Building Massing, Proportion and Orientation

Note:

1. Width of porch "w" should be similar to porches on existing houses. Any additional width should be recessed back a minimum 5 to 10 feet.
2. A buildings's primary entrance should face the street and not be located on the side of the building.
3. Mazimize fenestration on street facade.

On corner properties with two required front yards, the principal FACADE for purposes of orientation (requiring door and windows) shall match the pattern of half or more of the houses on the same and facing block fronts, if such a pattern exists. The other required front yard shall not be required to have an entrance to a dwelling unit but shall meet other requirements for a principal FACADE (regarding windows, limitations on garage doors, and building length)

The general intent is to produce dwellings which are oriented to principal access ways and have the "neighborly" design characteristics called for in these standards. Exterior stairs serving second floor units are not allowed on street FACADES.

D. Porches:

Front porches are required, when half or more of the houses on the same and facing block fronts or on adjacent blocks have front porches. Front porches shall be equal in width to at least 50% of the length of the front FACADE and equal in depth to half the depth of the front yard, or ten feet, whichever is less. Smaller porches may be approved based on evidence that half or more of the houses on the same and facing block fronts or on the adjacent block faces have smaller porches.

E. Garages:

Garages, if constructed, shall follow the pattern of half or more of the residential properties on the same and facing block front, such as:

a. if the context in an area is that garages are located behind the house, a pattern of rear garages shall be followed;

b. if the context in an area is that garages are attached or that garages are part of the main building with doors facing the street, doors for not more than two stalls are permitted on a portion of the main building facing a front lot line, provided such doors shall not occupy more than 40% of the length of the principal street FACADE. Garage doors are permitted in the main plane of the FAÇADE only when documentation is provided that such a feature is the pattern of half or more of the houses in an area.

c. if there is no garage pattern shared by at least half of the residential properties on the same and facing block front, garages may be attached and face the street provided the garage portion of the building is set back from the main plane of the principal façade (does not include the front porch) at least twenty feet.

F. Roofs:

New buildings shall utilize a roof type and pitch commonly found within the same and facing block front. Hipped or gable roofs with pitch of at least 22.5 degrees (6/12 pitch) are acceptable for any project regulated by the Overlay District. Roofs of lower pitch and other types may be compatible in specific areas of the neighborhood, and can be proposed and approved on an individual basis. In such cases, the applicant should cite

specific examples within a block of the project location comparable to the proposed building in height and to the proposed roof in type and pitch.

G. Storefronts:

Storefronts are like small buildings with their own base, "roofline", and pattern of window and door openings.

1. Base: a panel of tile or other special material is recommended below display windows. Materials recommended for walls (next section) are generally suitable. Base materials should be the same or "heavier" materials visually than walls.
    a. Brick and wood: Should only be used if the rest of the wall surface is the same material; neither material should be used exclusively.
    b. Ceramic tile: Frequently used as a storefront base. Dark tile with light stucco is an effective combination. Different colors and sizes of tile may be used for decorative effect.
2. Display Windows: Large pane clear glass windows encompassing a minimum of 60% of the storefront surface area. Where privacy is desired for restaurants, professional services, etc., windows should be divided into smaller panes.
3. Clerestory Windows: Horizontal panels of glass between the storefront and the second floor. They are a traditional element of "main street" buildings, and are recommended for all new or renovated storefronts. Clerestory windows can be good locations for painted-window and other relatively non-obtrusive types of signs.
4. Recessed Entries: Recommended as another traditional element of the main street storefront. Recommended treatments include:
    a. Special paving materials – such as ceramic tile;
    b. Ornamental ceilings – such as coffering;
    c. Decorative light fixtures.
5. Upper story FACADES shall have between 30% and 70% FENESTRATION (measure for each storey between 3 and 9 feet above the finished floor).

H. Mechanical Equipment:

All mechanical units, such as air conditioning units, must be placed in the rear or side of the building, or otherwise visually screened from the street. In no case shall MECHANICAL EQUIPMENT be allowed along street FRONTAGE(s). Such accessory structures will be screened from adjacent properties if located within a required front yard or within ten feet (10') of a side lot line.

I. Parking

No required parking space shall be allowed between the building and the front property line. All parking areas shall be set back from the main plane of the principal building façade at least twenty feet (does not include the front porch). Driveways and parking aprons in the front yard may not measure more than twenty feet wide.

SECTION IX. DEFINITIONS OF TERMS

This section provides definitions for terms in this Overlay District. The terms used may be technical in nature or may not reflect a common usage. To facilitate maximum understanding of the Code the following terms are printed in SMALL CAPITAL LETTERS and are defined herein.

BUILDING CONFIGURATION: The form of a building, based on its massing, PRIVATE FRONTAGE and height.

BUILDING DISPOSITION: The placement of a building on its lot (see Table 1, Appendix B).

BUILDING TYPE: A structure category determined by function, BUILDING DISPOSITION on the lot, and BUILDING CONFIGURATION, including FRONTAGE and height.

BUILD-TO LINE: The line at which construction of a building façade is to occur on a lot. A BUILD-TO LINE runs parallel to the front property line and is established to create an even (or more or less even) building facade line on a street.

CHARRETTE: Term common to architects, meaning to work continuously and quick toward an impending deadline. It is derived from the French for little cart. Architecture students at the Ecole des Beaux Arts in Paris had their drawings taken by such a cart to be judged by the assembled professors. The carts approach was heralded by frantic work.

The modern usage refers to a design process taking place in proximity to the site and in the presence of those affecting and affected by the outcome, generally the neighbors, developers, elected officials, and administrators. All who will ultimately pass judgment upon it. The process tends to catalyze agreement by engaging in ongoing negotiation during the stage of maximum flexibility, at the moment of conception. The principal advantages of a CHARRETTE are the efficiency of the process, the assent which it earns, and the accurate response to problems and opportunities. Ultimately, the purpose of a CHARRETTE is to give those concerned enough information to make rational decisions.

CIVIC or CIVIC USE: Administrative and legislative government offices, schools, postal facilities, cultural facilities (such as libraries and museums), places of religious assembly, meeting halls, non-profit child care centers, clubhouses, band shells, pavilions, and the like.

FACADE: The elevations of a building usually set parallel to a FRONTAGE LINE. FACADES define the public space and are subject to requirements additional to those of elevations such as architectural standards, assigned FRONTAGE types and height restrictions.

FRONTAGE: That privately-held layer of a lot between the building FACADE and the lot line that fronts a public open space or a THOROUGHFARE. The variables of PRIVATE FRONTAGE are the dimensional depth of the SETBACK and the combination of architectural elements such as fences, STOOPS, porches, and galleries. These elements influence social behavior in the PUBLIC REALM.

FRONTAGE LINE: Those lot lines that coincide with a right-of-way or a public place. FACADES around FRONTAGE LINES define the PUBLIC REALM and are therefore more highly regulated than elevations that coincide with regular lot lines. FRONTAGE LINES are assigned only along THOROUGHFARES that are required to provide an excellent pedestrian experience (A-grid). Other THOROUGHFARES assumed to be assigned to secondary or support functions are exempted from the FRONTAGE requirements (B-grid). Such streets are intended for open parking lots, unmasked parking decks, drive-through service lanes and hermetic building fronts, when these are inevitable.

FRONT SETBACK: The distance between a FRONTAGE LINE and a FACADE. This distance is given as a minimum or as a requirement (a BUILD-TO LINE). Open porches, balconies, STOOPS, chimneys, and bay windows are permitted to encroach into the FRONT SETBACK.

HEIGHT-TO-WIDTH RATIO: The proportion of SPATIAL ENCLOSURE related to physiology of the human eye. If the width of space is such that the cone of vision encompasses less street wall than open sky, the degree of SPATIAL ENCLOSURE is slight. As a general rule, the tighter the ratio, the stronger the sense of place and, often, the higher the real estate value.

LOT LAYER: A range of depth of a lot within which certain elements are permitted (see Table 6)

MECHANICAL EQUIPMENT: A heating, ventilation, or air conditioning unit placed outside of a building.

PEDESTRIAN WAY: That portion of a THOROUGHFARE right-of-way which is dedicated to uses other than vehicles moving and parking. The PEDESTRIAN WAY includes the sidewalks and planting areas of the STREETSCAPE.

PRIVATE FRONTAGE: The privately held layer between the FRONTAGE LINE and the principal building FACADE. The structures and landscaping within the PRIVATE FRONTAGE may be held to specific standards. The variables of PRIVATE FRONTAGE are the depth of the SETBACK and the combination of architectural elements such as fences, STOOPS, porches and galleries.

PUBLIC FRONTAGE: The area between the curb of the vehicular lanes and the FRONTAGE LINE. Elements of the PUBLIC FRONTAGE include the type of curb, walk, planter, street tree and streetlight.

PUBLIC REALM: Those parts of the urban fabric that are held in common such as plazas, squares, parks, THOROUGHFARES and CIVIC buildings. There is an ethical and CIVIC connotation to the term that is beyond the physical and the utilitarian.

PUBLIC STREETSCAPE: The section of the right-of-way between the lot line and the vehicular lanes. The PUBLIC STREETSCAPE should be conceived integrally with the PRIVATE FRONTAGE, sharing a continuous landscape and, in the case of the commercial street, a contiguous, seamless sidewalk.

QUALITY OF LIFE / STANDARD OF LIVING: Two conventional measures of human well-being. Standard of living is a quantitative measure, while quality of life is qualitative. Standard of living measures such benchmarks as family income, cars owned, miles of highway, dwelling size, and number of bathrooms, and appliances. Quality of life measures availability of leisure time and discretionary income, both requisites of personal choice. A commitment to Conventional Suburban Development necessitates a high standard of living but virtually precludes a high quality of life, as discretionary time is consumed by the inevitable driving about and discretionary income is committed to automobile ownership costs.

REGULATING PLAN: The REGULATING PLAN is the coding key for the project area BUILDING TYPES that provide specific information for the disposition and configuration of each building site. The plan also shows how each site relates to adjacent public spaces, the overall project area and the surrounding environment.

RIGHT-OF-WAY (ROW): The composite public area dedicated to circulation, including the VEHICULAR WAY and the STREETSCAPE. A secondary function is to vector utilities and drainage corridors, but it is advisable to implement such dedications as easements, which are more flexible as they are permitted to overlap private lots.

SCREENING WALL: A wall made of fieldstone, brick, stucco, wrought-iron (or equivalent to wrought-iron), or a combination of these materials, excluding round industrial railing and chain link. The wall shall create a visual buffer and shall be at least 25 percent solid.

SETBACK: The mandatory minimum or maximum distance between a FRONTAGE LINE and a FACADE, or the distance between a front, side or rear lot line and an elevation. Open porches, balconies, overhangs, and ramps are usually exempt from the SETBACK requirements, allowing them to encroach into the SETBACK.

SPATIAL ENCLOSURE: The defining elements of a public space provided by building FACADES with disciplined tree planting as an alternative. Trees aligned for SPATIAL ENCLOSURE are necessary on THOROUGHFARES that exceed the maximum HEIGHT-TO-WIDTH RATIOS.

STREET EDGE: The vertical face formed by building FACADES, street trees, and SCREENING WALLS which is aligned along a FRONTAGE LINE, forming a comfortable people-scaled space.

STREETSCAPE: The publicly held layer between the lot line and the edge of the vehicular lanes. The urban element that establishes the major part of the PUBLIC REALM. The STREETSCAPE is composed of THOROUGHFARES (travel lanes for vehicles and bicycles, parking lanes for cars, sidewalks or paths for pedestrians, planters, street trees, and streetlights) as well as the visible PRIVATE FRONTAGES (building FACADES and elevations, porches, yards, fences, awnings, etc.), and the amenities of the PUBLIC FRONTAGES (street trees and plantings, benches, streetlights, etc.) The STREETSCAPE, in combination with the building FRONTAGE, and the VEHICULAR WAY comprises the urban PUBLIC REALM.

STOOP: An entry platform on the street FRONTAGE of a building. STOOPS may be roofed but they shall not be enclosed except by required safety railings or balustrades.

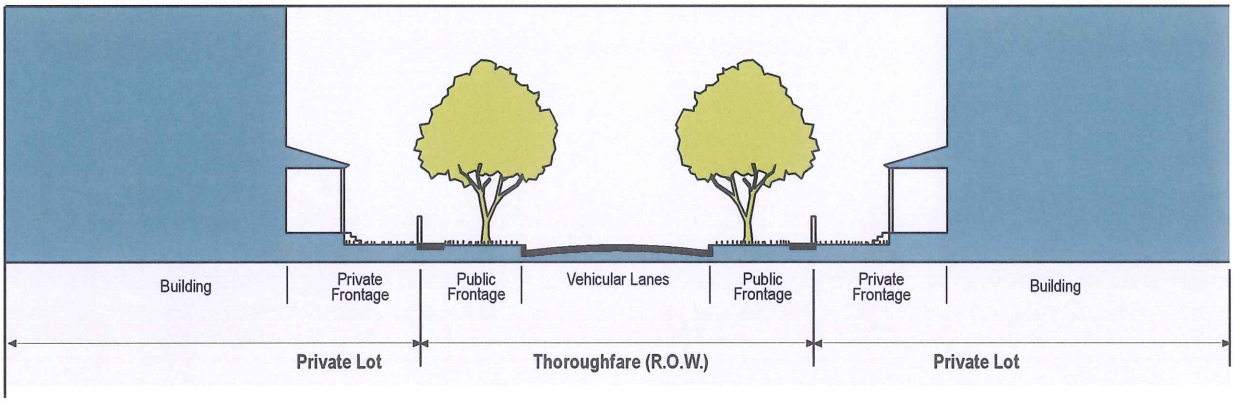
STORY: A habitable level within a building of no more than 14 feet in height from finished floor to finished ceiling. Attics and raised basements are not considered stories for the purposes of determining building height.

THOROUGHFARE: A VEHICULAR WAY incorporating moving lanes and parking lanes within a right-of-way.

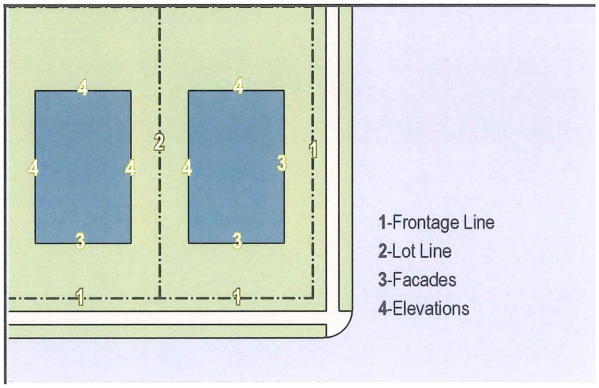
VEHICULAR WAY: The portion of the THOROUGHFARE which is occupied by vehicles, usually the moving lanes and parking lanes. The VEHICULAR WAY, together with the PEDESTRIAN WAY, fill the right-of-way.

FIGURE 2. DEFINITIONS ILLUSTRATED

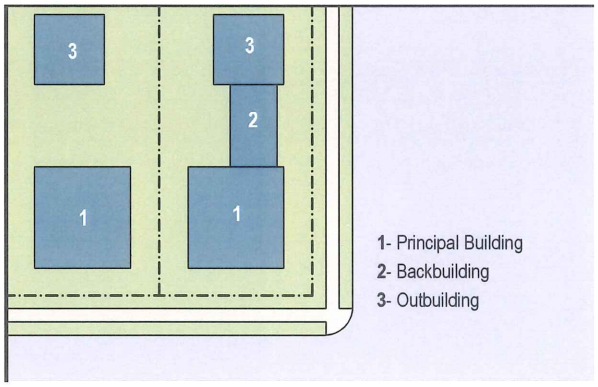
a. THOROUGHFARE & FRONTAGES



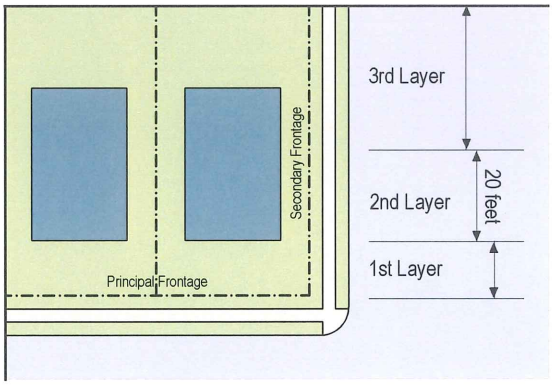
b. FRONTAGE & LOT LINES



c. BUILDING DISPOSITION

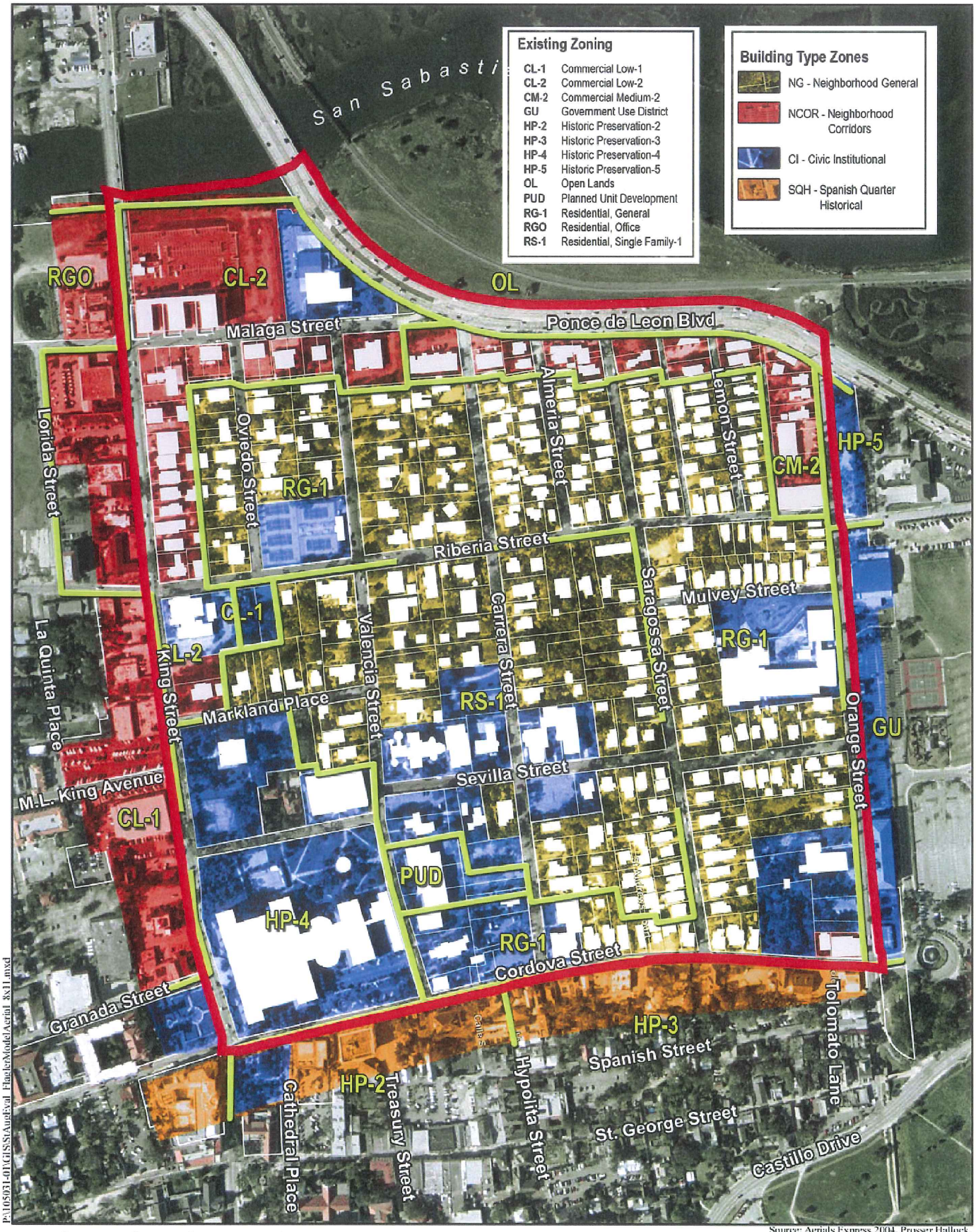


d. LOT LAYERS



Appendix B

References Examples of Building Type Performance Measures



P:\105031-01\GIS\StAug\Eval_Flagler\Model\Aerial 8x11.mxd

Regulating Plan w/ Existing Zoning Districts

Source: Aerials Express 2004, Prosser Hallock, City of St. Augustine

0 200 400 Feet

City of St. Augustine

Prosser Hallock PLANNERS & ENGINEERS

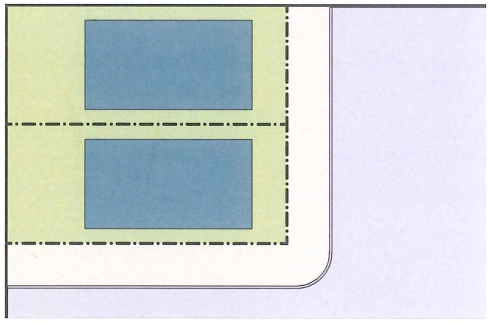
September 18, 2006

Map A

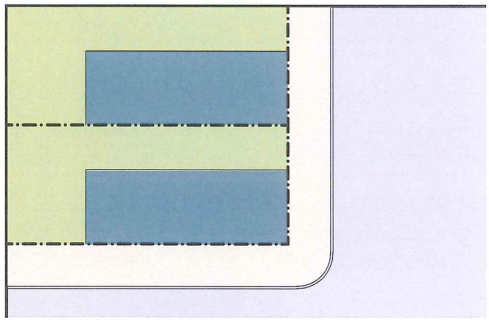
TABLE A. BUILDING DISPOSITION

This table approximates the location of the structure relative to the boundaries of each individual lot, establishing suitable basic Building Types for each Regulating Plan Zone.

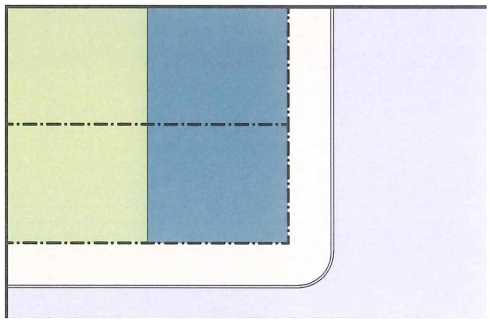
a. Edgeyard: Specific Types - Single family House, Cottage, Villa, Estate House, Urban Villa. A building that occupies the center of its lot with Setbacks on all sides. This is the least urban of types as the front yard sets it back from the frontage, while the side yards weaken the spatial definition of the public Thoroughfare space. The front yard is intended to be visually continuous with the yards of adjacent buildings. The rear yard can be secured for privacy by fences and a well-placed Backbuilding and/or Outbuilding.



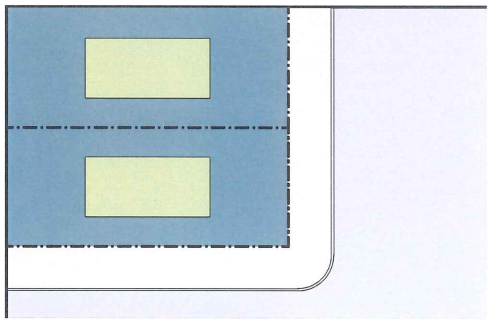
b. Sideyard: Specific Types - Charleston Single House, zero-lot-line house. A building that occupies one side of the lot with the Setback to the other side. The visual opening of the side yard on the street frontage causes this building type to appear freestanding. A shallow frontage Setback defines a more urban condition. If the adjacent building is similar with a blank party wall, the yard can be quite private. This type permits systematic climatic orientation in response to the sun or the breeze.



c. Rearyard: Specific Types - Townhouse, Rowhouse, Live-Work unit, perimeter block. A building that occupies the full frontage, leaving the rear of the lot as the sole yard. This is a very urban type as the continuous Facade steadily defines the public Thoroughfare. The rear Elevations may be articulated for functional purposes. In its Residential form, this type is the Rowhouse. For its Commercial form, the rear yard can accommodate substantial parking.



d. Courtyard: Specific Types - Patio House. A building that occupies the boundaries of its lot while internally defining one or more private patios. This is the most urban of types, as it is able to shield the private realm from all sides while strongly defining the public Thoroughfare. Because of its ability to accommodate incompatible activities, masking them from all sides, it is recommended for workshops, Lodging and schools. The high security provided by the continuous enclosure is useful for crime-prone areas.



e. Specialized: A building that is not subject to categorization. Buildings dedicated to manufacturing and transportation are often distorted by the trajectories of machinery. Civic buildings, which may express the aspirations of institutions, may be included.

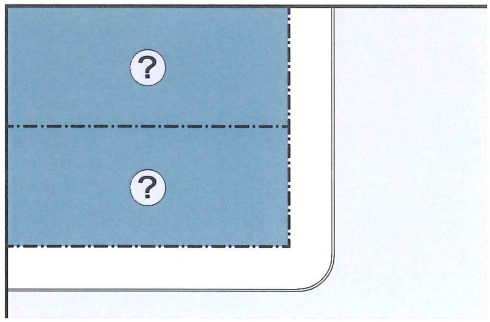
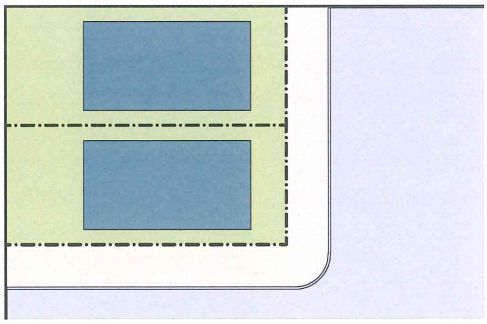


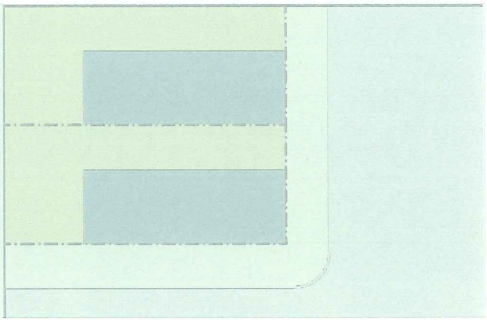
TABLE B. NEIGHBORHOOD GENERAL BUILDING DISPOSITION

This table approximates the location of the structure relative to the boundaries of each individual lot, establishing suitable basic Building Types for each Regulating Plan Zone.

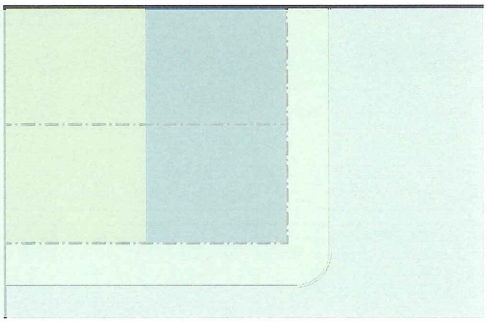
a. Edgeyard: Specific Types - Single family House, Cottage, Villa, Estate House, Urban Villa. A building that occupies the center of its lot with Setbacks on all sides. This is the least urban of types as the front yard sets it back from the frontage, while the side yards weaken the spatial definition of the public Thoroughfare space. The front yard is intended to be visually continuous with the yards of adjacent buildings. The rear yard can be secured for privacy by fences and a well-placed Backbuilding and/or Outbuilding.



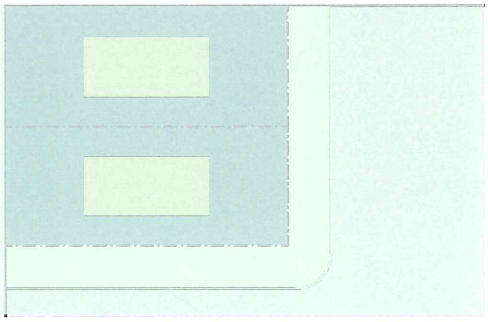
b. Sideyard: Specific Types - Charleston Single House, zero-lot-line house. A building that occupies one side of the lot with the Setback to the other side. The visual opening of the side yard on the street frontage causes this building type to appear freestanding. A shallow frontage Setback defines a more urban condition. If the adjacent building is similar with a blank party wall, the yard can be quite private. This type permits systematic climatic orientation in response to the sun or the breeze.



c. Rearyard: Specific Types - Townhouse, Rowhouse, Live-Work unit, perimeter block. A building that occupies the full frontage, leaving the rear of the lot as the sole yard. This is a very urban type as the continuous Facade steadily defines the public Thoroughfare. The rear Elevations may be articulated for functional purposes. In its Residential form, this type is the Rowhouse. For its Commercial form, the rear yard can accommodate substantial parking.



d. Courtyard: Specific Types - Patio House. A building that occupies the boundaries of its lot while internally defining one or more private patios. This is the most urban of types, as it is able to shield the private realm from all sides while strongly defining the public Thoroughfare. Because of its ability to accommodate incompatible activities, masking them from all sides, it is recommended for workshops, Lodging and schools. The high security provided by the continuous enclosure is useful for crime-prone areas.



e. Specialized: A building that is not subject to categorization. Buildings dedicated to manufacturing and transportation are often distorted by the trajectories of machinery. Civic buildings, which may express the aspirations of institutions, may be included.

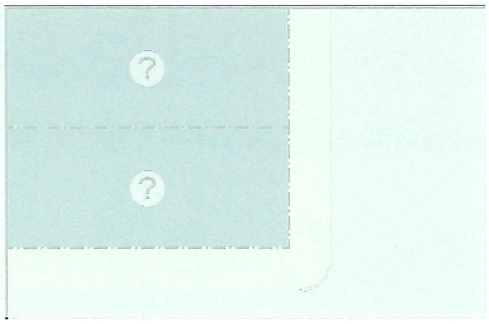
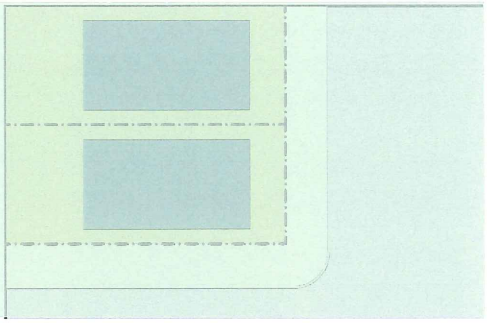


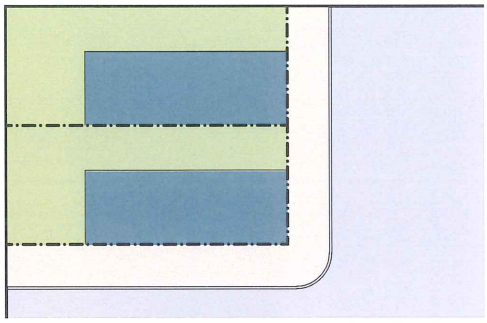
TABLE C . NEIGHBORHOOD CORRIDORS BUILDING DISPOSITION

This table approximates the location of the structure relative to the boundaries of each individual lot, establishing suitable basic Building Types for each Regulating Plan Zone.

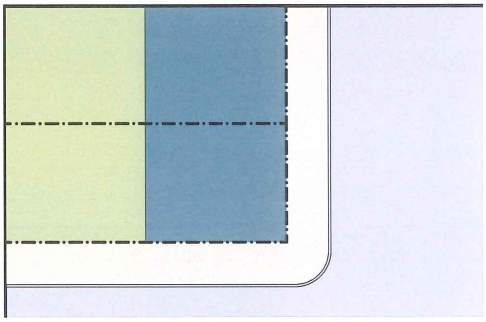
a. **Edgeyard:** Specific Types - Single family House, Cottage, Villa, Estate House, Urban Villa. A building that occupies the center of its lot with Setbacks on all sides. This is the least urban of types as the front yard sets it back from the frontage, while the side yards weaken the spatial definition of the public Thoroughfare space. The front yard is intended to be visually continuous with the yards of adjacent buildings. The rear yard can be secured for privacy by fences and a well-placed Backbuilding and/or Outbuilding.



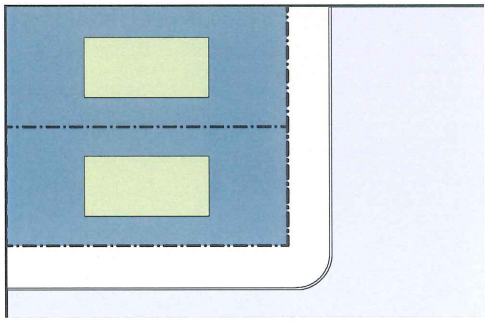
b. **Sideyard:** Specific Types - Charleston Single House, zero-lot-line house. A building that occupies one side of the lot with the Setback to the other side. The visual opening of the side yard on the street frontage causes this building type to appear freestanding. A shallow frontage Setback defines a more urban condition. If the adjacent building is similar with a blank party wall, the yard can be quite private. This type permits systematic climatic orientation in response to the sun or the breeze.



c. **Rearyard:** Specific Types - Townhouse, Rowhouse, Live-Work unit, perimeter block. A building that occupies the full frontage, leaving the rear of the lot as the sole yard. This is a very urban type as the continuous Facade steadily defines the public Thoroughfare. The rear Elevations may be articulated for functional purposes. In its Residential form, this type is the Rowhouse. For its Commercial form, the rear yard can accommodate substantial parking.



d. **Courtyard:** Specific Types - Patio House. A building that occupies the boundaries of its lot while internally defining one or more private patios. This is the most urban of types, as it is able to shield the private realm from all sides while strongly defining the public Thoroughfare. Because of its ability to accommodate incompatible activities, masking them from all sides, it is recommended for workshops, Lodging and schools. The high security provided by the continuous enclosure is useful for crime-prone areas.



e. **Specialized:** A building that is not subject to categorization. Buildings dedicated to manufacturing and transportation are often distorted by the trajectories of machinery. Civic buildings, which may express the aspirations of institutions, may be included.

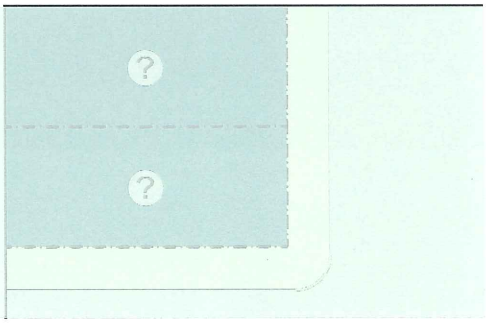
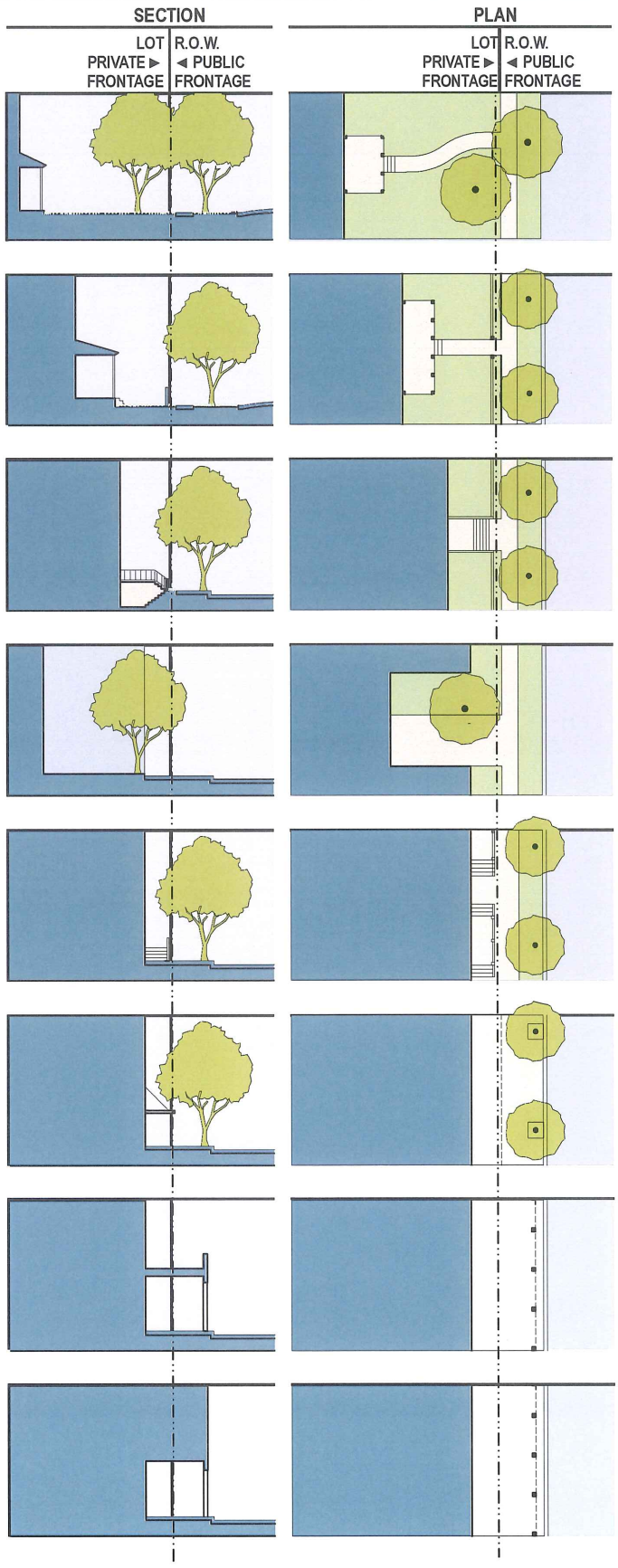


TABLE D. PRIVATE FRONTAGES



a. Common Yard: a frontage wherein the facade is set back substantially from the frontage line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape. The deep setback provides a buffer from the higher speed thoroughfares.

b. Porch & Fence: a frontage wherein the facade is set back from the frontage line with an attached porch permitted to encroaching. A fence at the frontage line maintains the demarcation of the yard. The porches shall be no less than 8 feet deep.

c. Terrace or Light Court: a frontage wherein the facade is set back from the frontage line by an elevated terrace or a sunken light court. This type buffers residential use from urban sidewalks and removes the private yard from public encroachment. The terrace is suitable for conversion to outdoor cafes.

d. Forecourt: a frontage wherein a portion of the facade is close to the frontage line and the central portion is set back. The forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other frontage types. Large trees within the forecourts may overhang the sidewalks.

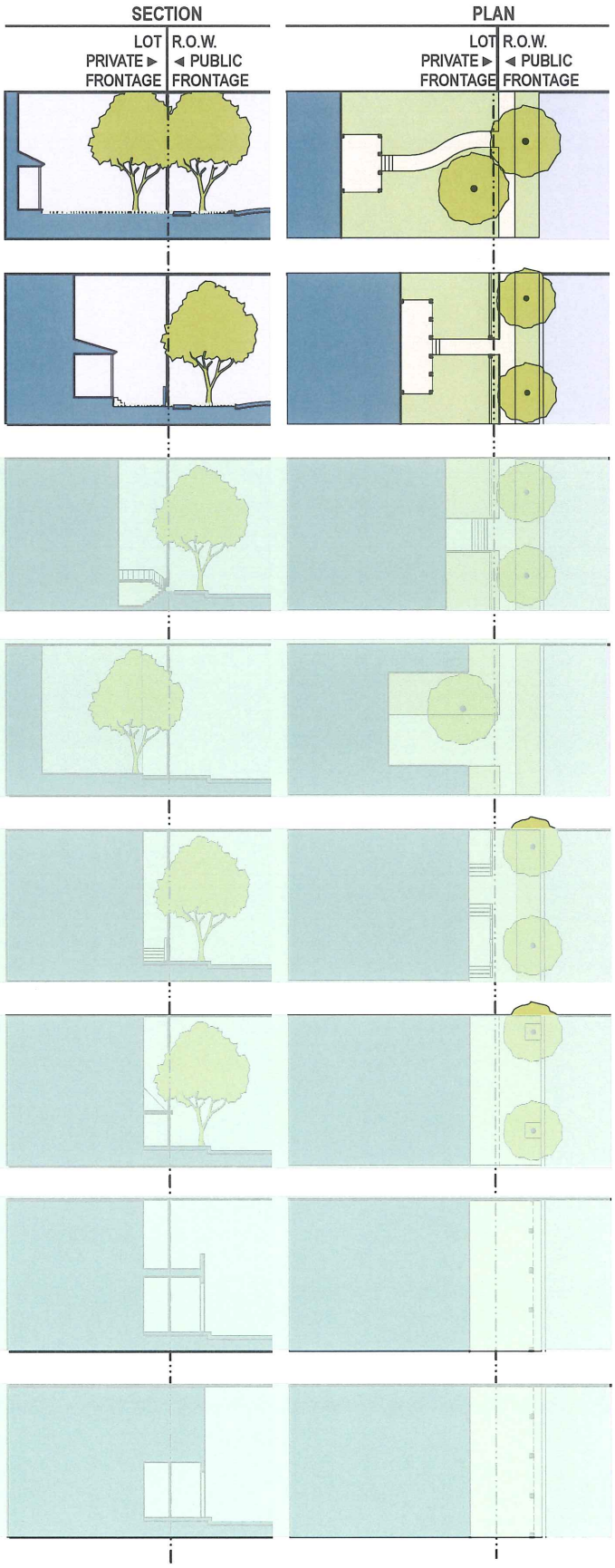
e. Stoop: a frontage wherein the facade is aligned close to the frontage line with the first story elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor residential use.

f. Shopfront and Awning: a frontage wherein the facade is aligned close to the frontage line with the building entrance at sidewalk grade. This type is conventional for retail use. It has a substantial glazing on the sidewalk level and an awning that may overlap the sidewalk to the maximum extent possible.

g. Gallery: a frontage wherein the facade is aligned close to the frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the sidewalk. This type is conventional for retail use. The gallery shall be no less than 10 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

h. Arcade: a frontage wherein the facade is a colonnade that overlaps the sidewalk, while the facade at sidewalk level remains at the frontage line. This type is conventional for retail use. The arcade shall be no less than 12 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

TABLE E. NEIGHBORHOOD GENERAL PRIVATE FRONTAGES



a. Common Yard: a frontage wherein the facade is set back substantially from the frontage line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape. The deep setback provides a buffer from the higher speed thoroughfares.

b. Porch & Fence: a frontage wherein the facade is set back from the frontage line with an attached porch permitted to encroaching. A fence at the frontage line maintains the demarcation of the yard. The porches shall be no less than 8 feet deep.

c. Terrace or Light Court: a frontage wherein the facade is set back from the frontage line by an elevated terrace or a sunken light court. This type buffers residential use from urban sidewalks and removes the private yard from public encroachment. The terrace is suitable for conversion to outdoor cafes.

d. Forecourt: a frontage wherein a portion of the facade is close to the frontage line and the central portion is set back. The forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other frontage types. Large trees within the forecourts may overhang the sidewalks.

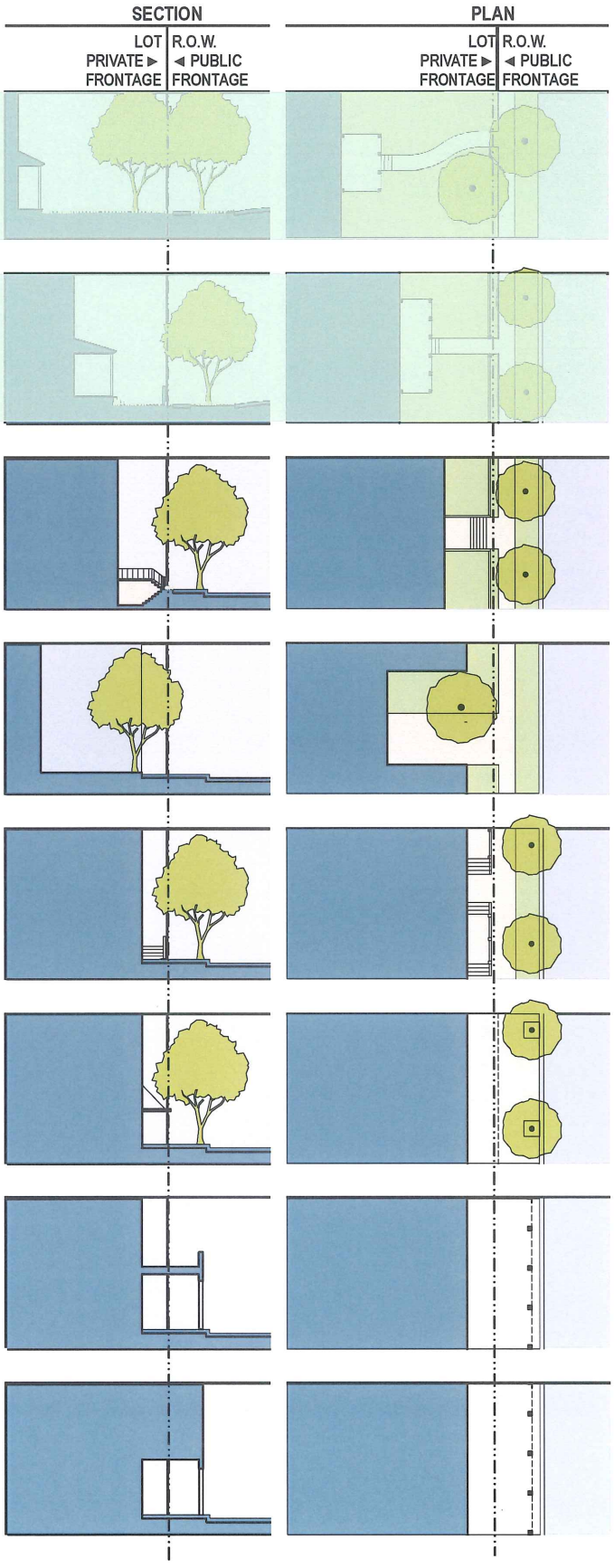
e. Stoop: a frontage wherein the facade is aligned close to the frontage line with the first story elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor residential use.

f. Shopfront and Awning: a frontage wherein the facade is aligned close to the frontage line with the building entrance at sidewalk grade. This type is conventional for retail use. It has a substantial glazing on the sidewalk level and an awning that may overlap the sidewalk to the maximum extent possible.

g. Gallery: a frontage wherein the facade is aligned close to the frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the sidewalk. This type is conventional for retail use. The gallery shall be no less than 10 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

h. Arcade: a frontage wherein the facade is a colonnade that overlaps the sidewalk, while the facade at sidewalk level remains at the frontage line. This type is conventional for retail use. The arcade shall be no less than 12 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

TABLE F. NEIGHBORHOOD CORRIDORS PRIVATE FRONTAGES



a. **Common Yard:** a frontage wherein the facade is set back substantially from the frontage line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape. The deep setback provides a buffer from the higher speed thoroughfares.

b. **Porch & Fence:** a frontage wherein the facade is set back from the frontage line with an attached porch permitted to encroaching. A fence at the frontage line maintains the demarcation of the yard. The porches shall be no less than 8 feet deep.

c. **Terrace or Light Court:** a frontage wherein the facade is set back from the frontage line by an elevated terrace or a sunken light court. This type buffers residential use from urban sidewalks and removes the private yard from public encroachment. The terrace is suitable for conversion to outdoor cafes.

d. **Forecourt:** a frontage wherein a portion of the facade is close to the frontage line and the central portion is set back. The forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other frontage types. Large trees within the forecourts may overhang the sidewalks.

e. **Stoop:** a frontage wherein the facade is aligned close to the frontage line with the first story elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor residential use.

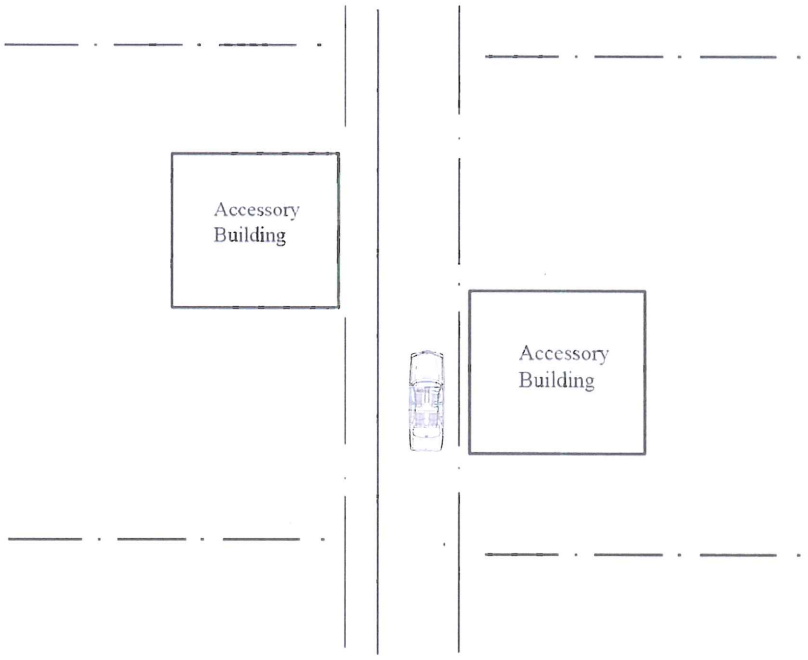
f. **Shopfront and Awning:** a frontage wherein the facade is aligned close to the frontage line with the building entrance at sidewalk grade. This type is conventional for retail use. It has a substantial glazing on the sidewalk level and an awning that may overlap the sidewalk to the maximum extent possible.

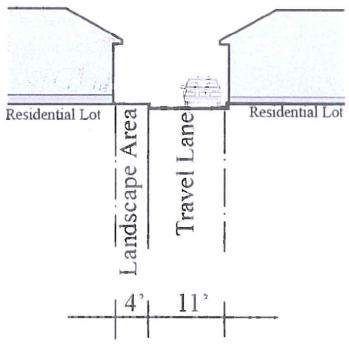
g. **Gallery:** a frontage wherein the facade is aligned close to the frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the sidewalk. This type is conventional for retail use. The gallery shall be no less than 10 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

h. **Arcade:** a frontage wherein the facade is a colonnade that overlaps the sidewalk, while the facade at sidewalk level remains at the frontage line. This type is conventional for retail use. The arcade shall be no less than 12 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

Appendix C

Street Right-of-Way Cross Sections





15 Ft. ROW Two-way with One Travel Lane

Ct- 15 - 11

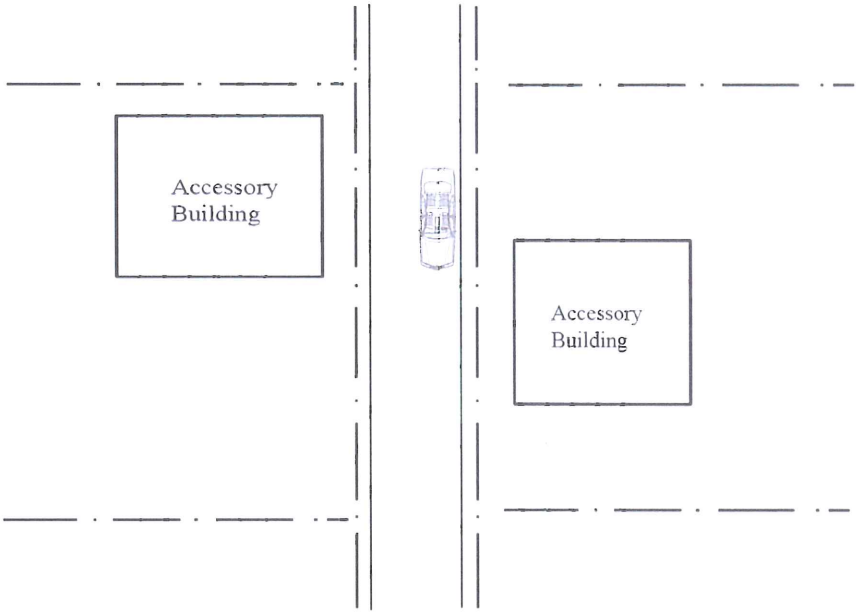
Court

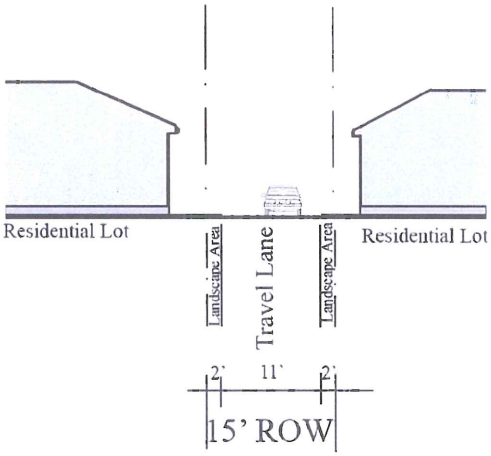
Pilot Evaluation of Neighborhood Character

Existing 15 Ft. Court Section and Plan (St. Andrews Court)

Prosser Hallock

PLANNERS & ENGINEERS



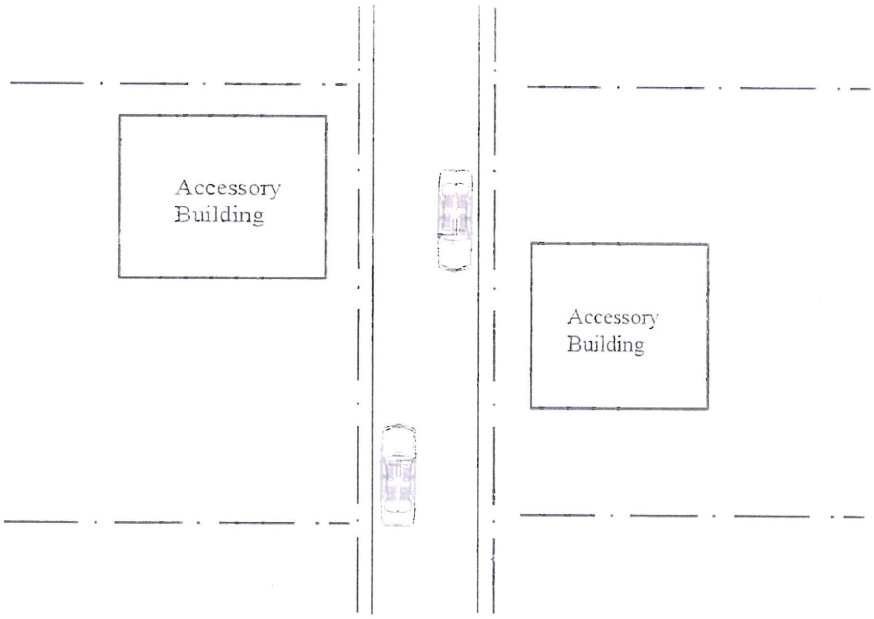


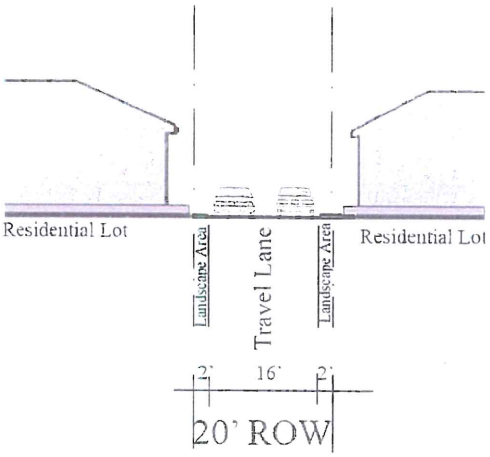
AL - 15 - 16
Rear Alley

Pilot Evaluation of Neighborhood Character

Existing 15 ft. Rear Alley Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS



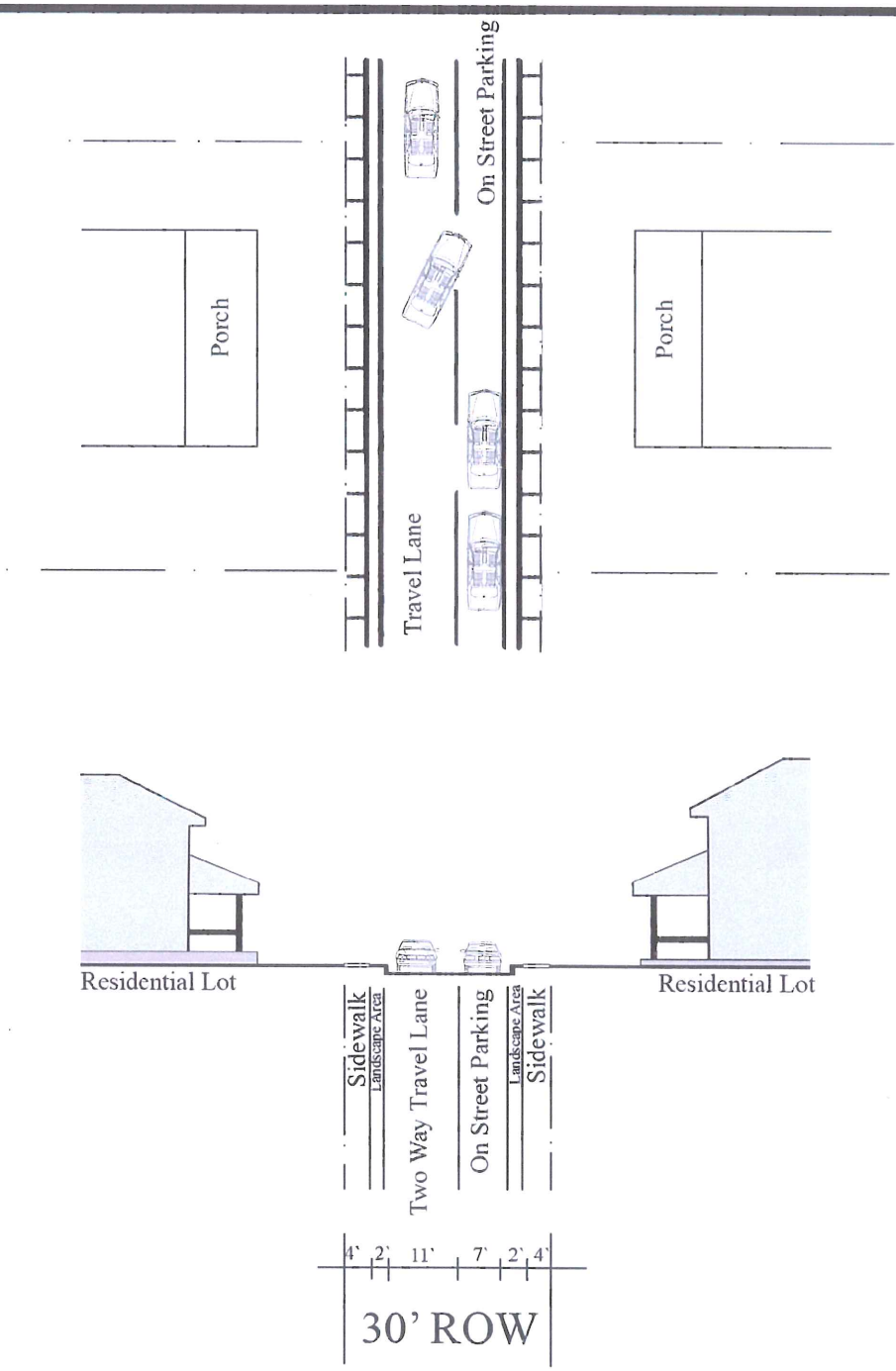


AL - 20 - 16
Rear Alley

Pilot Evaluation of Neighborhood Character

Existing 20 ft. Rear Alley Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS



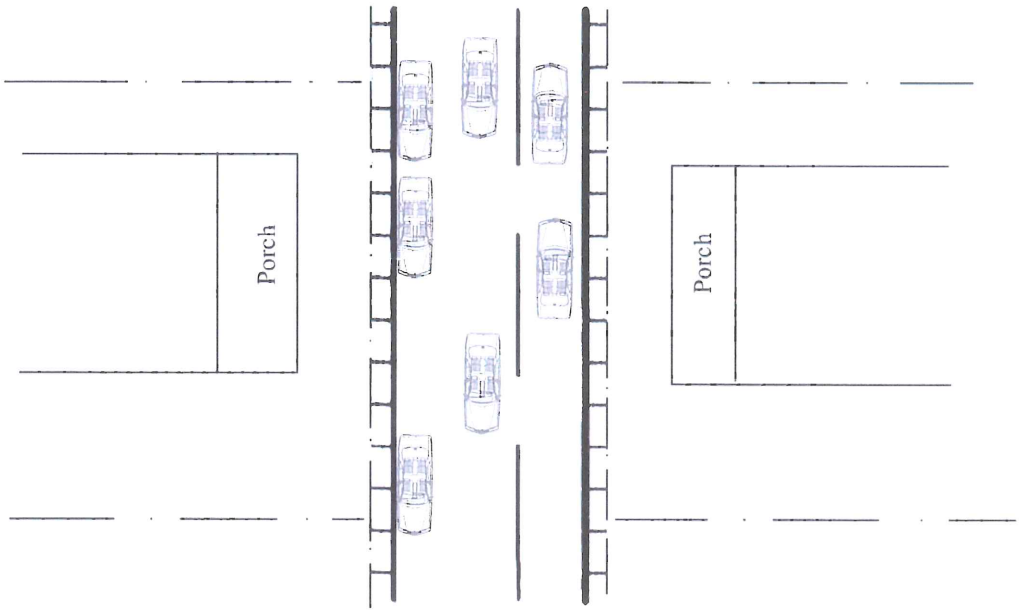
30 Ft. ROW Two-way Travel Lanes with On-Street Parking

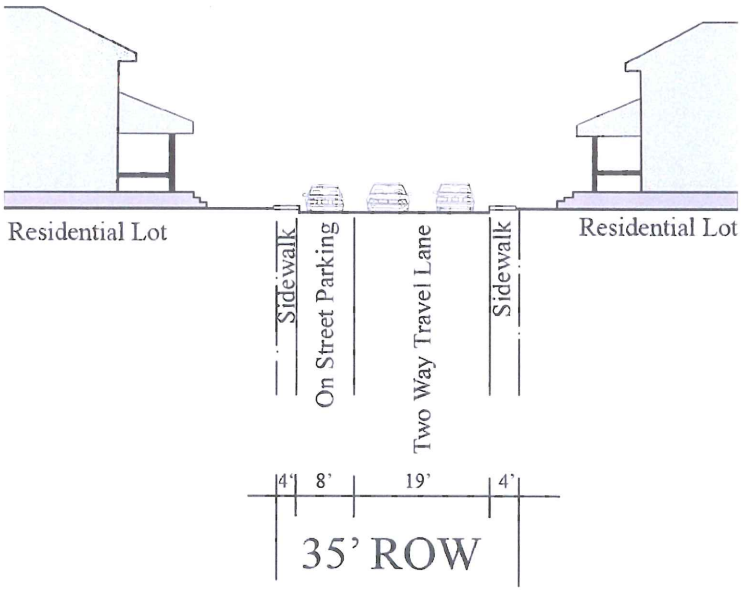
ST - 30 - 18
Street

Pilot Evaluation of Neighborhood Character

Existing 30 Ft. ROW Street Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS





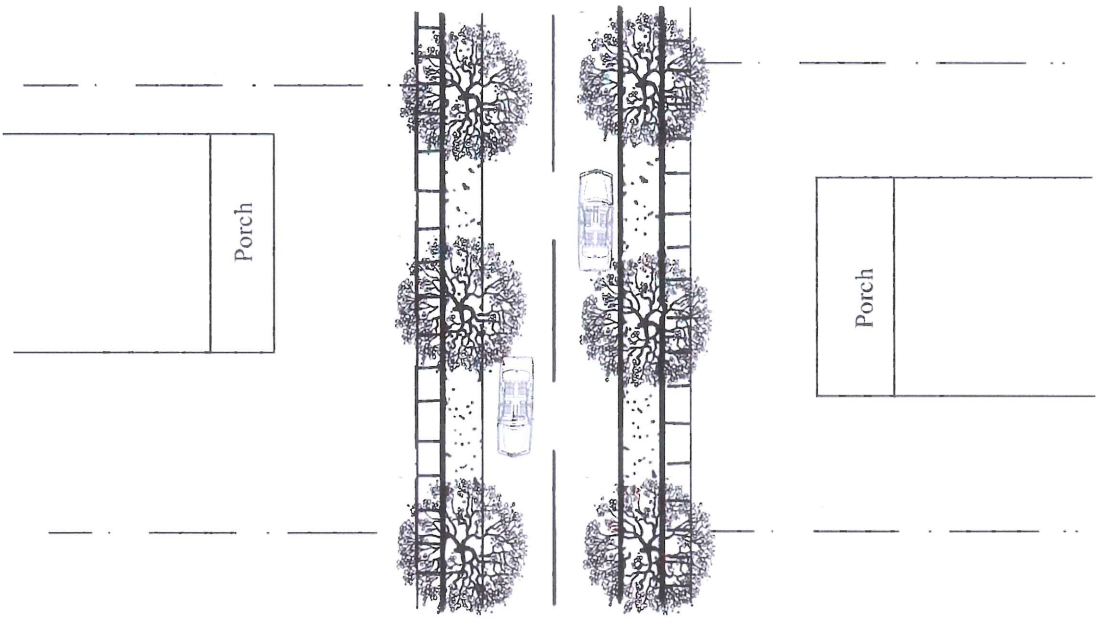
35' ROW Two-Way Travel Lanes with On-Street Parking

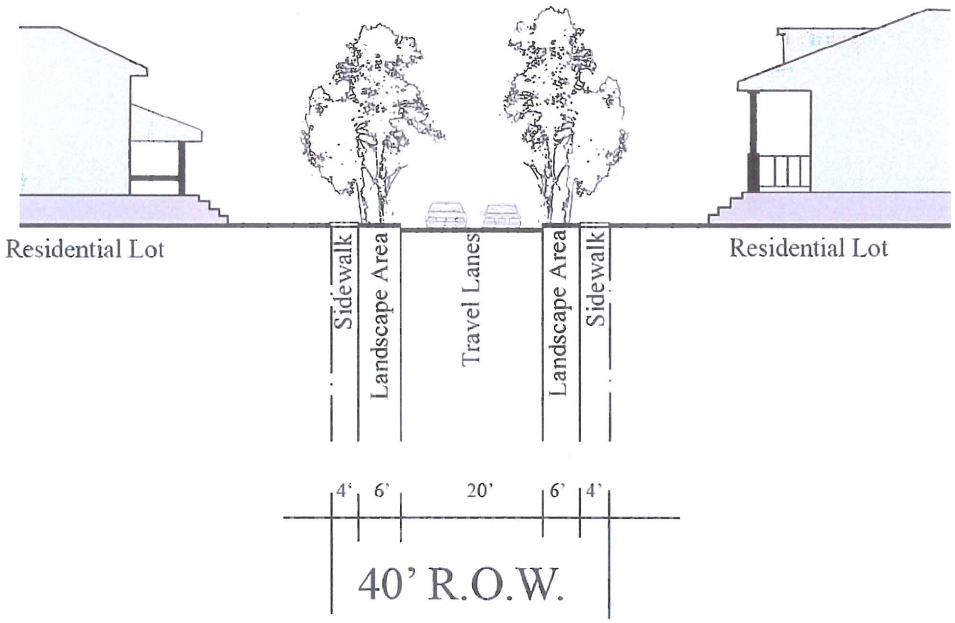
St - 35 - 27
Street

Pilot Evaluation of Neighborhood Character

Existing 35 Ft. ROW Street Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS





40' ROW Two-Way Travel Lane without On-Street Parking

ST - 40 - 20

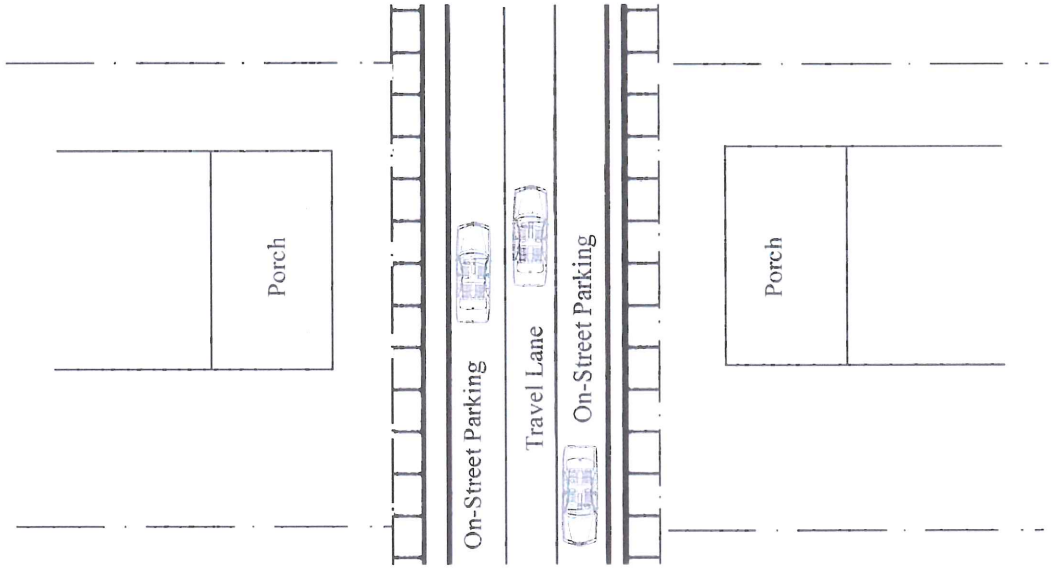
Street

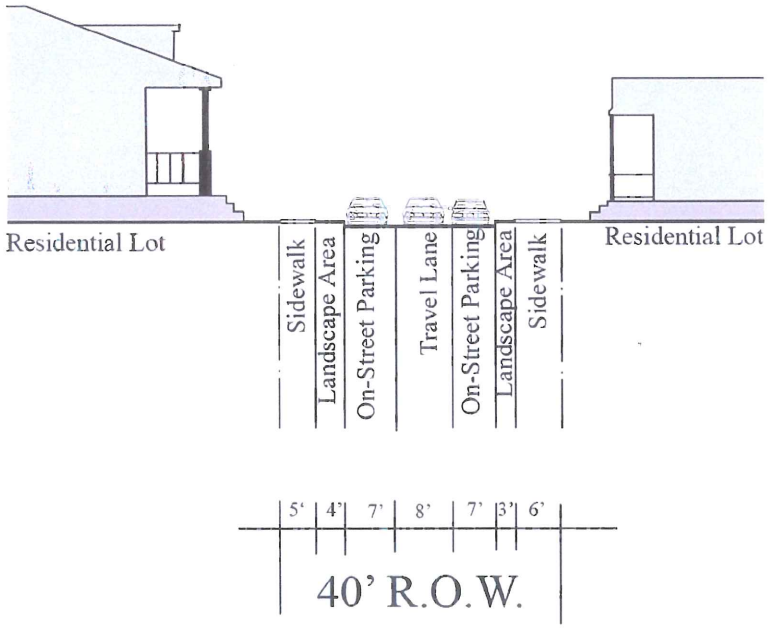
Pilot Evaluation of Neighborhood Character

Existing 40 Ft. ROW Street Section and Plan

Prosser Hallock

PLANNERS & ENGINEERS





40' ROW One Way Travel Lane With On-Street Parking

St - 40 - 22

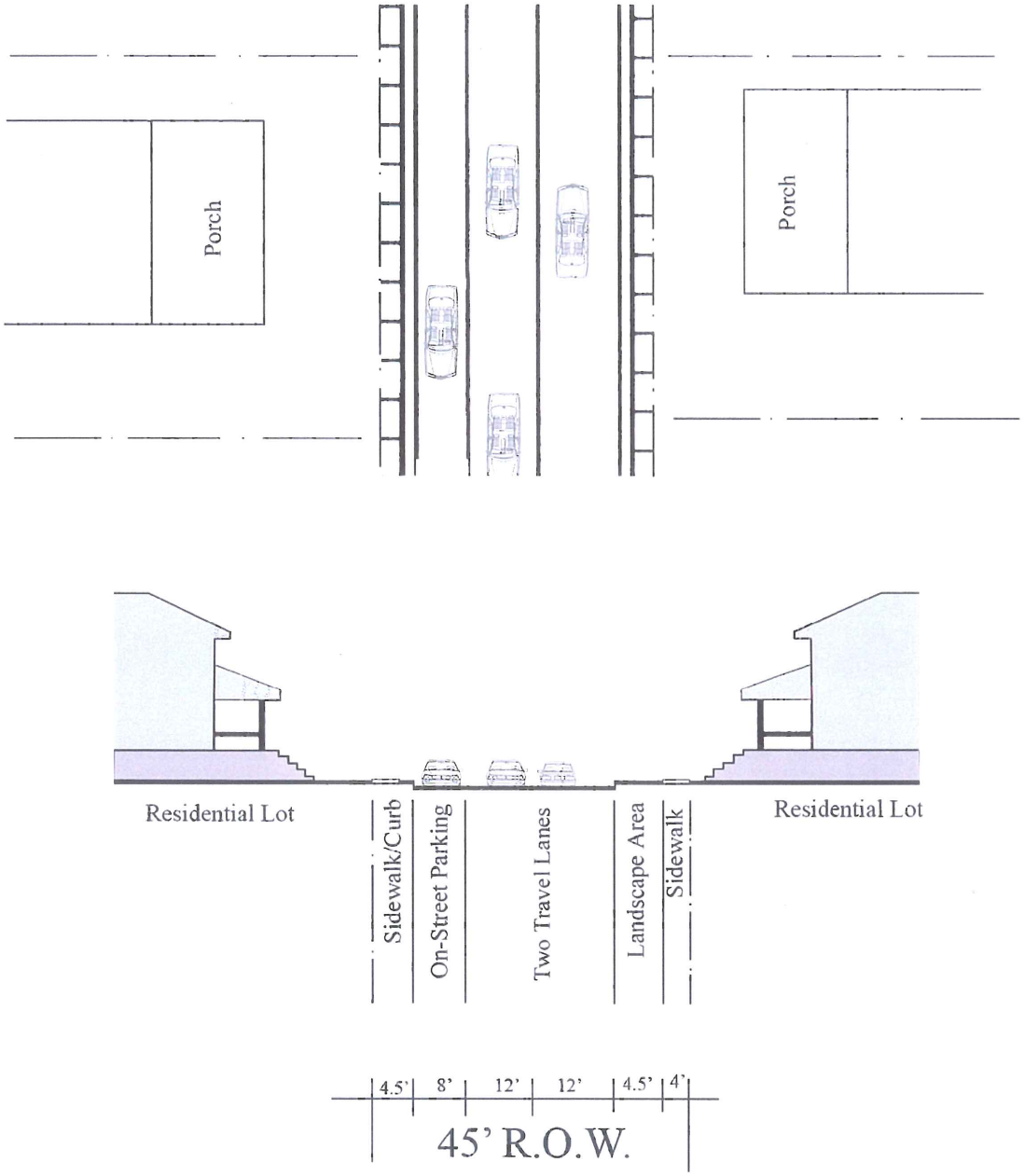
Street

Pilot Evaluation of Neighborhood Character

Existing 40 Ft. ROW Street Section and Plan

Prosser Hallock

PLANNERS & ENGINEERS



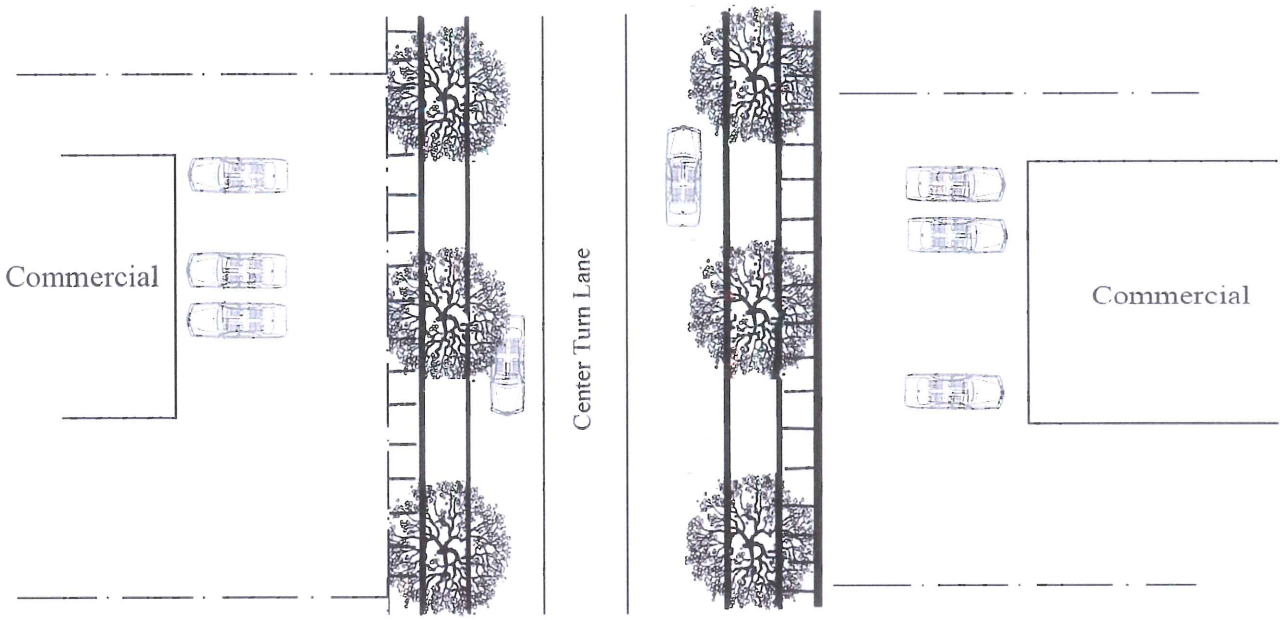
45' ROW Two-Way Travel Lanes with On-Street Parking

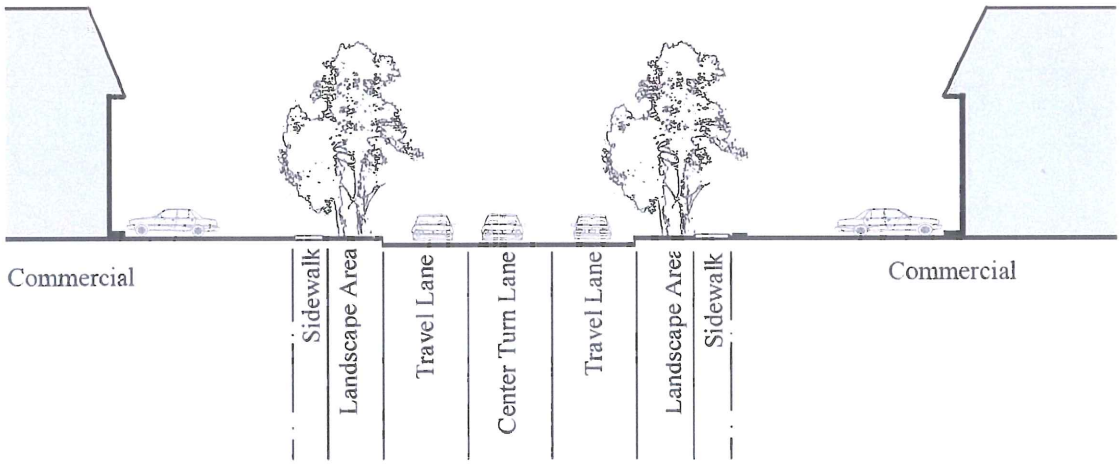
ST - 45 - 38
Street

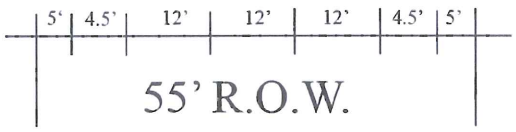
Pilot Evaluation of Neighborhood Character

Existing 45' ROW Street Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS





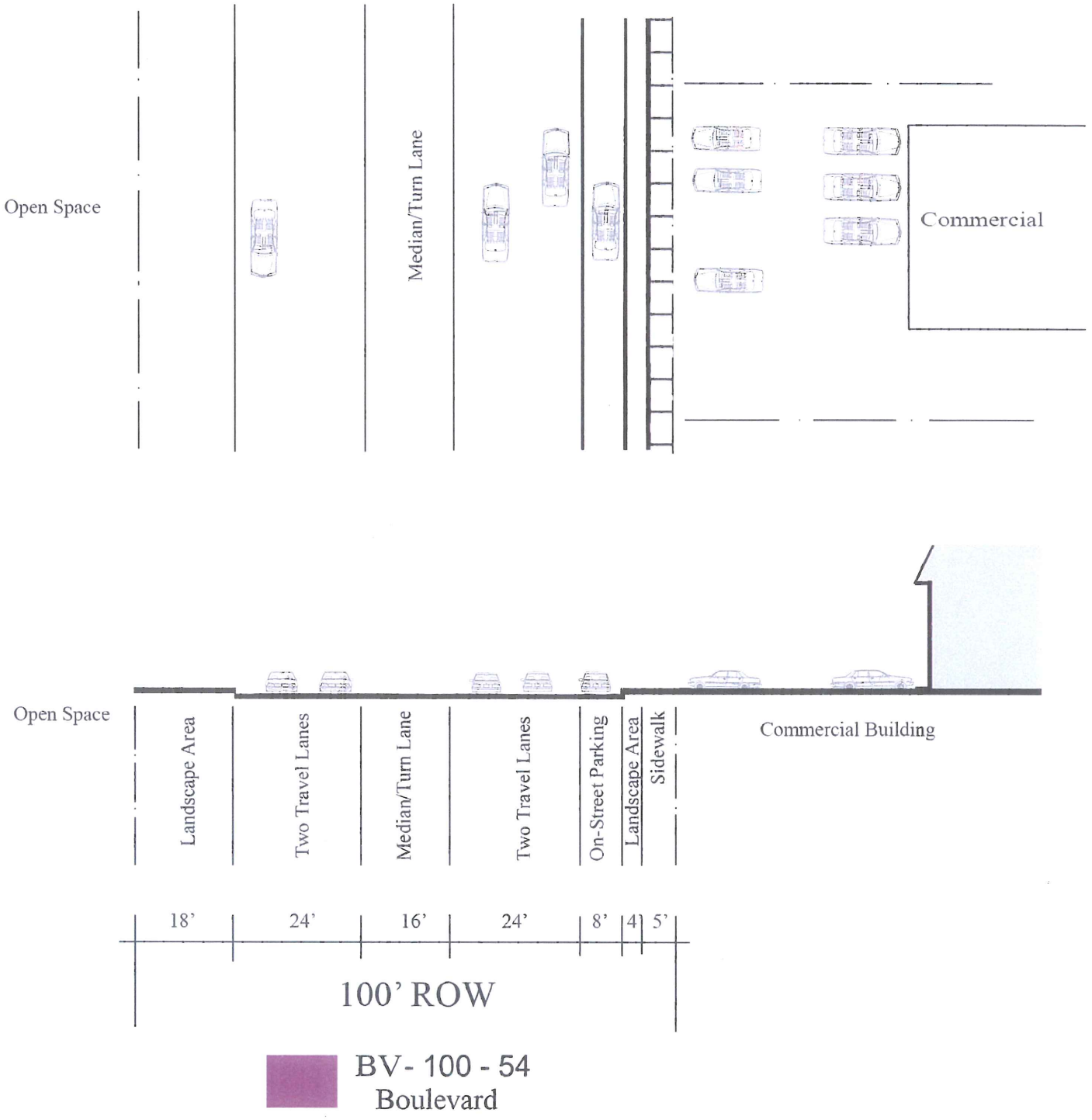


CS - 55 - 36
Commercial Street

Pilot Evaluation of Neighborhood Character

Existing 55' ROW Commercial Street Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS



Pilot Evaluation of Neighborhood Character

Existing 100 Ft. ROW Boulevard Section and Plan

Prosser Hallock
PLANNERS & ENGINEERS