


## MEMORANDUM

**TO:** Mayor England  
 Vice Mayor Kostka  
 Commissioner George  
 Commissioner Samora  
 Commissioner Rumrell

**FROM:** Max Royle, City Manager 

**DATE:** May 18, 2020

**SUBJECT:** Mixed Use District Along A1A Beach Boulevard: Consideration of Ordinance to Establish Boundaries

### BACKGROUND

The "A1A Beach Boulevard Corridor Vision Plan", which was prepared in 2006, recommended that the following be designated Boulevard Mixed-Use: the commercial area 150 feet east of the Boulevard from 16<sup>th</sup> to F Street; the area west of the Boulevard between 2<sup>nd</sup> Avenue and the Boulevard from 11<sup>th</sup> to F Street; and the 300-foot wide commercial strip west of the Boulevard between 16<sup>th</sup> and 11<sup>th</sup> Streets. The Vision Plan on page 29 stated:

"Eliminating the interface of medium density residential and commercial-zoned districts along the west boundary of the corridor helps to minimize the likelihood of incompatibilities and encroachments by making 2<sup>nd</sup> Avenue the clear-cut transition between the two districts. It is recommended that standards for buffering between uses, for access and for traffic circulation within and around sites all be revisited to ensure that any weaknesses in these regulations are resolved. Moreover, the standards should prohibit the location of any stand-alone commercial use, or commercial uses that are part of a mixed-use development less than 200 feet from the right-of-way line of 2nd Avenue, to further minimize the possibility of conflicts."

Since 2006, the Commission has adopted several ordinances to regulate mixed-use developments. These ordinances have been consolidated in Section 3.02.02.01 of the Land Development Regulations. That Section is attached as pages 1-5.

However, despite the adoption of those detailed mixed-use regulations, the areas covered by them were never delineated or designated on the future land use map. It was assumed that the areas were those traditionally designated as commercial on the map: 150 east of the Boulevards centerline and 300 feet west of the centerline between 16<sup>th</sup> and F Street.

### ACTION REQUESTED

It is that you consider Mr. Law's proposal that the mixed-use areas be designated as stated in the proposed ordinance (attached as pages 6-7). The designation is: all the land currently zoned commercial along the Boulevard from the south side of F Street to the City's limit on the north side of Pope Road.

Mr. Law will present this proposal and can answer any questions you have concerning it.

If you agree with the proposal, then we ask that you pass the attached ordinance on first reading.

**Sec. 3.02.02.01. Mixed use districts.**

A. *Purpose.* The purpose of a mixed use district is:

1. To accommodate a mixture of retail, service, residential, and other uses.
2. Encourage development that exhibits the physical design characteristics of pedestrian oriented, store front shopping streets; and
3. Promote the health and well being of residents by encouraging physical activity, alternative transportation and greater social interaction.
4. To site structures so their siting is compatible with the future vision of the city as well as city codes.
5. Ensure that the massing of the structure/structures are compatible with surrounding buildings.
6. Ensure that the proposed projects do not exceed the size and scale of other buildings in the vicinity and that a proportionate scale is maintained between height and width of structures.
7. Ensure that roof forms, detailing, textures, colors, and the rhythm of a

structure, wall space and doors and windows are compatible with city codes and the future vision for the city.

B. *Definitions.*

*Commercial use:* A structure used only for a commercial operation that is allowed by the land development regulations.

*Floor area ratio:* The ratio of the building gross floor area to the square footage of each lot a structure is located on.

*Gross floor area:* The sum of all horizontal floor areas for a structure measured from the outside faces of the exterior walls. Not included are second or third level balconies and porches and attic space. Where parking is provided under a structure, the footprint of the parking will be considered as the gross floor area.

*Horizontal / vertical articulation:* Architectural features that break the flat surface of a building wall. Minimum distance between any horizontal or vertical feature is ten (10) feet in any direction.

Horizontal and vertical articulation to the building facade is required for structures fronting A1A Beach Boulevard. The vertical articulation features shall be within the allowed setback

areas dependent on the proposed use of the structure, the horizontal features ten (10) feet above finished grade will be allowed to encroach into the setback area no more than twelve (12) inches.

*Mixed use building:* A structure containing a mix of commercial and residential uses, one (1) floor devoted for commercial use, the other floor devoted to residential use.

*Residential use:* A structure used solely for a single-family residence.

*C. Table of allowed uses.*

P - Permitted C - Conditional Use N - Not Allowed

*Household Living*

Business live/work above the ground floor P

Business live/work on ground floor P

Dwellings above ground floor P

Detached house P

Multifamily residential C

Townhouse C

*Group Living*

Assisted living C

Group home P

Nursing home C

*Public and Civic*

School P

Parks and recreation P

Postal service P

Religious assembly P

Lodge or private club N

Day care P

*Commercial*

Retail/office P

Restaurant—Sit down/take-out P

Fast food drive-thru N

Vehicle service facilities N

Hotel/motel P

Parking for commercial uses P

Manufacturing/industrial N

*Other*

Wireless-towers, freestanding N

Architectural tower co-locate design on structure P

This use table should be refined to reflect local characteristics and planning objectives. The range

of uses should be as broad as possible fitting the character of the city and the locations. There may be instances where a drive-thru facility is needed due to the type of business such as a bank or pharmacies. Also, buildings with residential units, commercial uses, will be self-policing because possible owner associations may ensure that commercial uses within buildings will be comparable with upper story residential uses.

*D. Mixed use size limits.* The minimum lot area for mixed use is eight thousand five hundred (8,500) square feet unless approved by variance after application to the City of St. Augustine Beach Planning and Zoning Board. The minimum floor area for a mixed use structure is eight hundred (800) square feet or twenty-five (25) percent of the lot area (whichever is greater) for lots with street frontage of fifty (50) feet width or more. For fifty (50) feet or less, street frontage, the minimum floor area is twenty (20) percent of the lot area.

The gross first floor area for any Commercial establishment shall not exceed fifteen thousand (15,000) square feet.

For separate commercial or residential use, the minimum first floor area shall be one thousand (1,000) square feet.

*E. Structure height for twenty-five-foot setbacks.* Structure or building height shall be measured in accordance with Section 6.01.03.B.4. Thirty-five (35) feet to the roof ridge is the allowable height and an allowance for architectural detail to the forty-foot height is allowed. The forty-foot height shall not exceed forty (40) percent of the building perimeter on any side. This additional height allowance is allowed when being utilized for screening roof top mounted equipment.

*F. Setbacks and height restrictions for mixed use.* Setbacks for mixed use are variable dependent on the type of commercial use sought in the application and the projected structure height.

*Retail Shops:* Allowable setbacks are from zero (0) to twenty-five (25) feet or more. The minimum setback for a two-story structure with a second level porch/balcony, is five (5)

feet, the porch not exceeding five (5) feet in depth. Maximum height allowed to the roof ridge is twenty-seven (27) feet within the setback area from zero (0) to fifteen (15) feet. Between fifteen (15) feet to twenty-five (25) feet or more, the allowable height is thirty-five (35) feet to the roof ridge. Structure or building height shall be measured in accordance with Section 6.01.03.B.4. T

*Business Use:* Same allowance as retail use.

*Restaurant Use:* Minimum setback allowed is ten (10) feet if outside seating is proposed. A second level deck will be allowed a zero (0) foot setback for the front setback and a five-foot side setback. Restaurants having A1A Beach Boulevard and side street frontage, shall have an option for placing decks for outside seating facing either street meeting the following setback requirements. Fronting the Boulevard, a three-foot landscaped setback will be required. Side street setbacks for a wood deck shall be five (5) feet. Landscaping will be optional dependent upon existing site conditions. Decorative structural posts may be used for support elements for existing construction or porches may be cantilevered or supported by diagonal bracing.

*Hotel/Motel Use:* Minimum allowed setback is twenty-five (25) feet for those building facades exceeding twenty-seven (27) feet. The portion of a hotel/motel having a single story section, mainly a porte cochere, fronting a street will be allowed a five-foot front setback for that section providing the roof ridge does not exceed eighteen (18) feet. Structure or building height shall be measured in accordance with Section 6.01.03.B.4. T

*Residential Use:* All stand-alone residential uses are subject to approval by planning and zoning board for the City of St. Augustine Beach.

G. *Construction materials, exterior colors.* The roof and exterior finishes are those materials reflected in the catalog of recommended architectural and site features.

Exterior finishes for any structure fronting A1A Beach Boulevard shall be approved by the City of St. Augustine Beach in accordance with

approved color palettes maintained in the building department. These color finishes established by community appearance standards as established by ordinance.

H. *Mechanical and utility equipment location and screening.* Single or dual mechanical equipment (ac compressors) shall be located in the side or rear setback area. Multiple units, three (3) or more, shall be placed on rooftops and screened by architectural details to the roof line. Ground located equipment shall be screened by walls constructed from the same materials as the main structure exterior finish, then accented by landscaping.

Utility services shall be placed underground for all new construction and for any structure subject to remodel work. All structures located within the mixed use zoning classification shall be required to hook up to water and sewer from St. Johns County Utility Services.

I. *Catalog of recommended architectural and site features.*

*Recommended Architectural Design:*

Key West Style, Florida Vernacular, Cracker Design, Spanish Mediterranean Design Stepped Parapet Storefront, Classical Gable House, Classical Double Gallery House.

*Recommended Architectural Features:*

Accents to all structures by vertical and horizontal articulation.

Exterior finish materials shall be limited to masonry finishes, rock, brick, wood siding, concrete composite siding materials.

Roofing materials are limited to architectural grade shingles, metal roofing, and concrete composite roofing products.

Shutters, dormers, in scale with the structure's design, porches with gingerbread effects, patios with decorative fencing or guardrails, open soffits, cupolas.

*Recommended Site Features:*

Xeriscape landscaping for decorative gardens in place of grasses, use of stone or mulch for ground cover, Brick pavers for drives, sidewalks, parking areas.

**J. Parking requirements.** All parking for retail, business, restaurant uses and garage openings for residential use shall be placed in the rear or at the side. Parking located at the side of a structure shall be required to have landscape buffers, five (5) feet in width between the edge of the parking area and the right-of-way of the adjacent street. All plant materials used shall be three-gallon minimum container size. Landscape plans shall also be subject to approval by the St. Augustine Beach Beautification Committee. Access to the parking shall be from the numbered or lettered streets perpendicular to A1A Beach Boulevard. Hotel/motel parking can be placed in the front of the structure.

Curb cuts from A1A Beach Boulevard shall be allowed where a platted alleyway whether the alleyway is open or not opened.

Shared parking and shared access to parking is encouraged.

**K. Signage.** All signage, ground and wall signs shall be subject to approval from the planning and zoning board within the mixed use districts. Ground signs shall have ground lighting illumination or back lit illumination, wall signs will be allowed to be back lit with the proposed intensity of the illumination being subject to approval by the planning and zoning board. No exposed neon shall be allowed. The use of metal supports is discouraged with wood or masonry products being encouraged.

The maximum size for a ground sign shall be determined by the frontage on the A1A Beach Boulevard. For those lots with fifty-foot frontage or less, the maximum sign face shall be thirty-two (32) square feet; fifty-foot to one hundred fifty-foot frontage shall be allowed forty-eight (48) square feet; greater than one hundred fifty-foot frontage shall be allowed seventy (70) square feet sign face. This allowance does not include

the sign supports, which size and material shall be subject to planning and zoning board approvals.

The allowable heights are also dependent upon the frontage. Fifty (50) feet or less are allowed seven-foot height; fifty-foot to one hundred fifty-foot frontage are allowed eight-foot height; greater than one hundred fifty-foot frontage are allowed nine-foot height. This measurement taken from the existing finished grade to the top edge of the sign.

A seven-year amortization period is provided for those signs located along A1A Beach Boulevard that will be deemed as nonconforming by the requirements of this ordinance. All such signs shall either be brought into conformity or removed seven (7) years following the adoption of this section. All nonconforming signs as a result of ordinances passed prior to the passage of this section shall be brought into conformity or removed as provided in the respective ordinances rendering such signs as nonconforming or seven (7) years from the date of this ordinance, whichever is the earlier.

**L. Compliance requirements.** The comprehensive planning and zoning board shall review and either approve or deny any proposed development within the mixed use zoning. Upon a showing of economic hardship demonstrating a substantial reduction in value of the property subject to the application for review based on a reasonable investment-backed expectation the comprehensive planning and zoning board may grant a variance with or without conditions from the strict provisions of this section. Review by the city commission of a determination by the comprehensive planning and zoning board shall be in the same manner as other appeals from the comprehensive planning and zoning board.

**M.** Unless specifically allowed by the mixed use district land development regulations or incorporated into the written development order approval received from the comprehensive planning and zoning board or the city commission on appeal, all mixed use development shall comply with the other applicable land development regulations, including those regulations not specified

by the mixed use district and, in particular, those regulations that apply to the underlying zoning. (Ord. No. 18-07, § 1(Exh. 1), 5-7-18)



**ORDINANCE NO. 20-\_\_**

**AN ORDINANCE OF THE CITY OF ST. AUGUSTINE BEACH RELATING TO AND AMENDING SECTION 3.02.02.01.A OF APPENDIX A, LAND DEVELOPMENT REGULATIONS OF ST. AUGUSTINE BEACH CODE, BY DESIGNATING AS MIXED USE DISTRICTS ALL COMMERCIALY-ZONED LAND USE DISTRICTS WITHIN THE CORPORATE LIMITS OF THE CITY OF ST. AUGUSTINE BEACH FROM THE SOUTH SIDE OF F STREET TO THE NORTHERLY CITY LIMITS NORTH OF POPE ROAD, TO ACCOMMODATE A MIXTURE OF RETAIL, SERVICE, RESIDENTIAL, AND OTHER USES; CONTAINING FINDINGS, AND PROVIDING AN EFFECTIVE DATE.**

**THEREFORE, BE IT ENACTED BY THE CITY COMMISSION OF THE CITY OF ST. AUGUSTINE BEACH, FLORIDA:**

Section 1. Findings: The City Commission of the City of St. Augustine Beach having received the recommendations of the Comprehensive Planning and Zoning Board of the City and received the comments and testimony of residents and property owners of the City finds that the economic health, safety and general welfare of the City require that the areas of the City designated in the title hereof should be designated as mixed use districts, to accommodate a mixture of retail, service, residential, and other uses.

Section 2. Section 3.02.02.01, Appendix A, Land Development Regulations of St. Augustine Beach Code, shall be hereby amended by designating the following described areas to accommodate a mixture of retail, service, residential, and other uses under the category of "mixed use districts" as defined in Section 3.02.02.01:

**SEC.02.02.01. – Mixed use districts.**

All commercially zoned lands within the corporate limits of the City of St. Augustine Beach from the south side of F Street to the northerly City limits north of Pope Road shall be designated mixed use districts.

A. *Purpose.* The purpose of a mixed use district is: ...

Section 3. This Ordinance shall take effect as provided by law.

Passed on this \_\_\_\_\_ day of \_\_\_\_\_, 2020, by the City Commission, City of St. Augustine Beach, Florida.

Attest: \_\_\_\_\_  
City Manager Max Royle

By: \_\_\_\_\_  
Mayor Margaret England

Passed First Reading:

Passed Public Hearing and Second Reading:

Passed Public Hearing and Final Reading:

**Sec. 3.02.02.01. - Mixed use districts.**

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