



City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 21-18

City Council

8/9/2018

LEGISLATIVE ACTION ITEM

SPONSOR: City Council Member P.C. Wu

SUBJECT:

PROPOSED ORDINANCE 21-18 - AN ORDINANCE CREATING SECTION 12-2-25 OF THE CODE OF THE CITY OF PENSACOLA, PROVIDING FOR THE CRA URBAN DESIGN OVERLAY DISTRICT

RECOMMENDATION:

That City Council approve Ordinance 21-18 on first reading.

AN ORDINANCE CREATING SECTION 12-2-25 OF THE CODE OF THE CITY OF PENSACOLA, FLORIDA; PROVIDING FOR THE CRA URBAN DESIGN OVERLAY DISTRICT; PROVIDING FOR SEVERABILITY; REPEALING CLAUSE; PROVIDING AN EFFECTIVE DATE.

HEARING REQUIRED: No Hearing Required

SUMMARY:

The development of urban design standards has been identified as a key redevelopment project within each of the City of Pensacola's adopted community redevelopment plans. The City of Pensacola Community Redevelopment Agency (CRA) approved the FY17/18 CRA Work Plan on April 10, 2017, which authorized the development, adoption and codification of design standards for each of the City's three redevelopment areas. On October 9, 2017, the CRA authorized the CRA Chairperson to negotiate and execute a contract with DPZ CoDESIGN, the top-ranked firm selected in response to RFQ No. 17-043.

Under the contract with DPZ CoDESIGN, the project kicked-off in early January 2018. From February through April, an extensive public input process was launched which included a series of charrettes, public workshops, input sessions, presentations and a written comment period. For reference purposes, a full list of public outreach and input opportunities, as well as, comments received and corresponding responses are attached.

The final recommended document was released on May 31, 2018 and presented with recommended modifications to the Planning Board for consideration and public hearing on June 12, 2018. The Planning Board recommended adoption of the document and the recommended modifications presented at the meeting with the following modifications:

- a. Change the capital and base requirement for porch columns contained within Table 12-2-25.10, Façade Types from a "shall" to a "should" statement.

- b. Modify the language contained in Sec. 12-2-25(G)(h)(b)4.c.(2) regarding bicycle parking as follows to clarify reference to an adult-sized bicycle: Bicycle racks installed perpendicular to curbs shall allow for a minimum clearance of two (2) feet at the curb and six (6) feet of pedestrian way with a ~~56cm~~ 22 to 26 inch bicycle properly locked to the rack.
- c. Change the vertical window requirement contained in Sec. 12-2-25(G)(j)(a)1, Windows and Glazing, from a “shall” to a “should” statement.
- d. Clarify the minimum landscape area requirements contained in Sec. 12-2-25(H)(b)(b), Landscape on Private Property, as it relates to minimum landscaping for single family detached and two-family attached buildings.
- e. Remove the requirement for street trees in front of galleries to be of a “columnar variety”, as contained in Sec. 12-2-25(H)(d)(f)3, Street Trees in Public Right-of-Way.
- f. Establish an effective date of five (5) business days following adoption by City Council.

The project consultant, DPZ CODESIGN, recommends incorporation of all modifications recommended by Planning Board with the following exceptions:

- a. The vertical window requirement contained in Sec. 12-2-25(G), Windows and Glazing, should be retained as a “shall” statement and modified as follows: “Windows on frontages shall be square or vertical in proportion, with the exception of transoms and special windows.”
- b. The language contained in Sec. 12-2-25(G)(h)(b)4.c.(2) regarding bicycle parking should be clarified as follows: Bicycle racks installed perpendicular to curbs shall allow for a minimum clearance of two (2) feet at the curb and six (6) feet of pedestrian way with a 56cm or 22in bicycle properly locked to the rack.

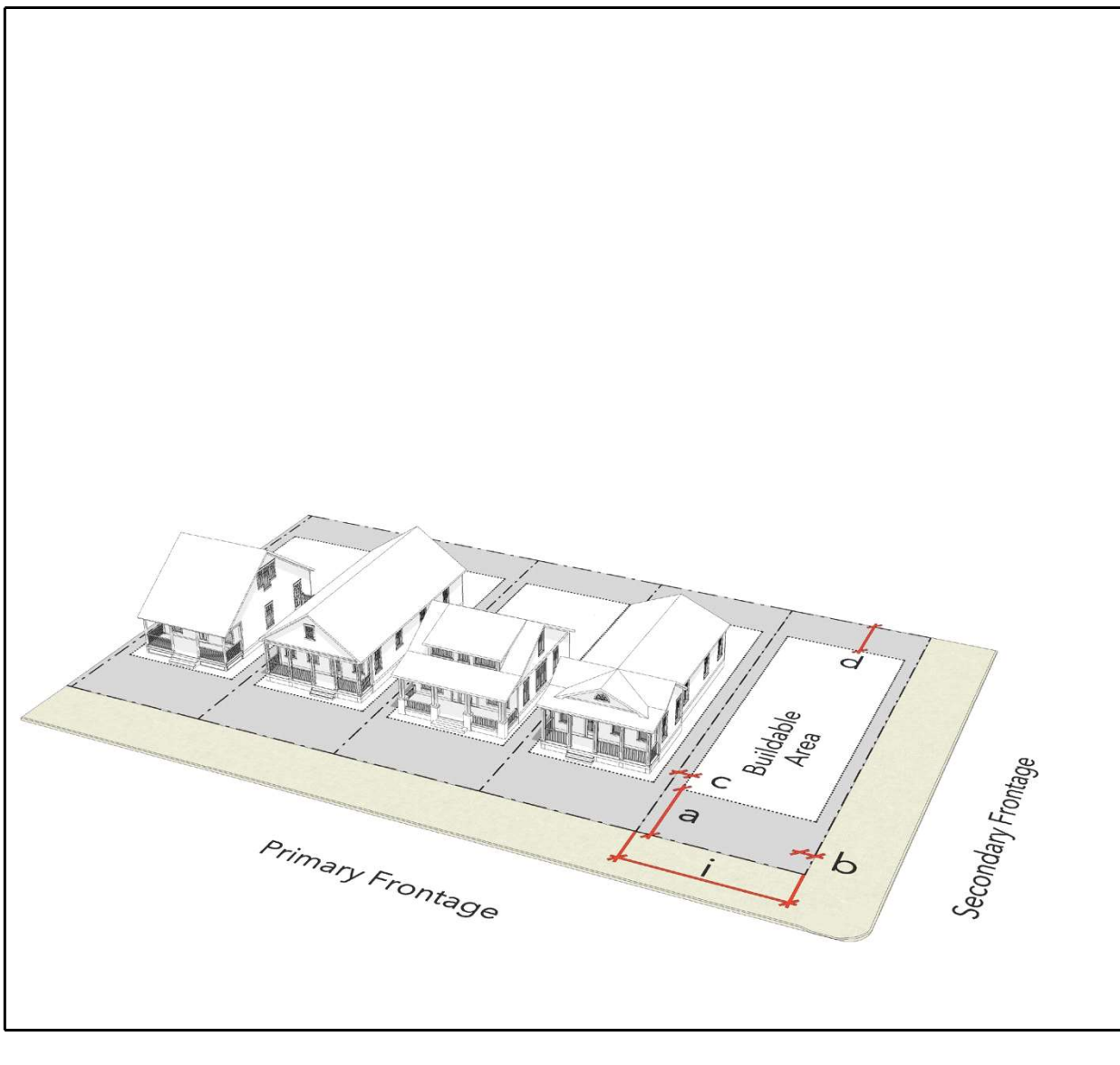
Further, the following clarifications and adjustments should be incorporated into the amendment:

- a. Review procedures contained within Sec. 12-2-25(E) should be clarified to provide additional detail for plan submittals as follows:
 - (A) *Procedure for Review.* All development regulated by this subsection shall be subject to the submission requirements contained within Sec. 12-12-5 (building permits) and Sec. 12-2-81 (development plan requirements), as applicable. In addition to the plan submission requirements listed in Sec. 12-12-5 and 12-2-81, drawings illustrating compliance with Sec. 12-2-25 (CRA Urban Design Overlay District) shall be provided. Plans shall include drawings or sketches with sufficient detail to show, as far as they relate to exterior appearance, the architectural design of the building (both before and after the proposed work is done in cases of altering, renovating, demolishing or razing a building or structure) including proposed materials, textures and colors, and the plat plan or site layout, including all site improvements or features such as walls, fences, walkways, terraces, landscaping, accessory buildings, paved areas, signs, lights, awnings, canopies, screening and other appurtenances. Façade and frontage yard types shall be specified along frontages in accordance with Table 12-2-25.10 (Façade Types) and Table 12-2-25.9 (Frontage Yard Types).

- b. Accessory building rear setbacks for single family residential buildings should be reduced from a minimum of five (5) feet to a minimum of three (3) feet to adhere to the underlying standard.

- c. Side and rear setbacks for single family detached and duplex developments on thirty-foot (30') lots should be reduced as follows:
 - a. Side setback reduction from five (5) feet to three (3) feet for single family detached and duplex buildings (Tables 12-2-25.3 and 12-2-25.4).
 - b. Rear setback reduction from 25-30' to 20' for single family detached and duplex buildings (Tables 12-2-25.3 and 12-2-25.4).

Table 12-2-25.3 -Single Family Detached and Two-Family Attached (Duplex) Residential Building Types- R-1AAA through R-1A



a	Front	20 min.
b	Front, Second	5 min.
c	Side (Interior)	5 min.
d	Rear	30 min. / 20 min.

Frontage (min.)		
Primary	45% / 40% (lots)	

Lot Occupation		
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i	Lot Width (3)	30 ft. min.
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Lot Coverage 50% max.		
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Building Height (max.)		
Principal Building	35 ft.	
Accessory Building	24 ft.	

Parking (min.)		
Off-street (2)	1/unit	

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a	Front	50 min.
b	Front, Second	5 min.
c	Side (Interior)	1 min.
d	Rear	5 3 min.

Frontage Yard Types	
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Standard	Permitted
Shallow	Not Permitted
Urban	Not Permitted
Pedestrian Forecourt	Not Permitted
Vehicular Forecourt	Not Permitted

Facade Types	
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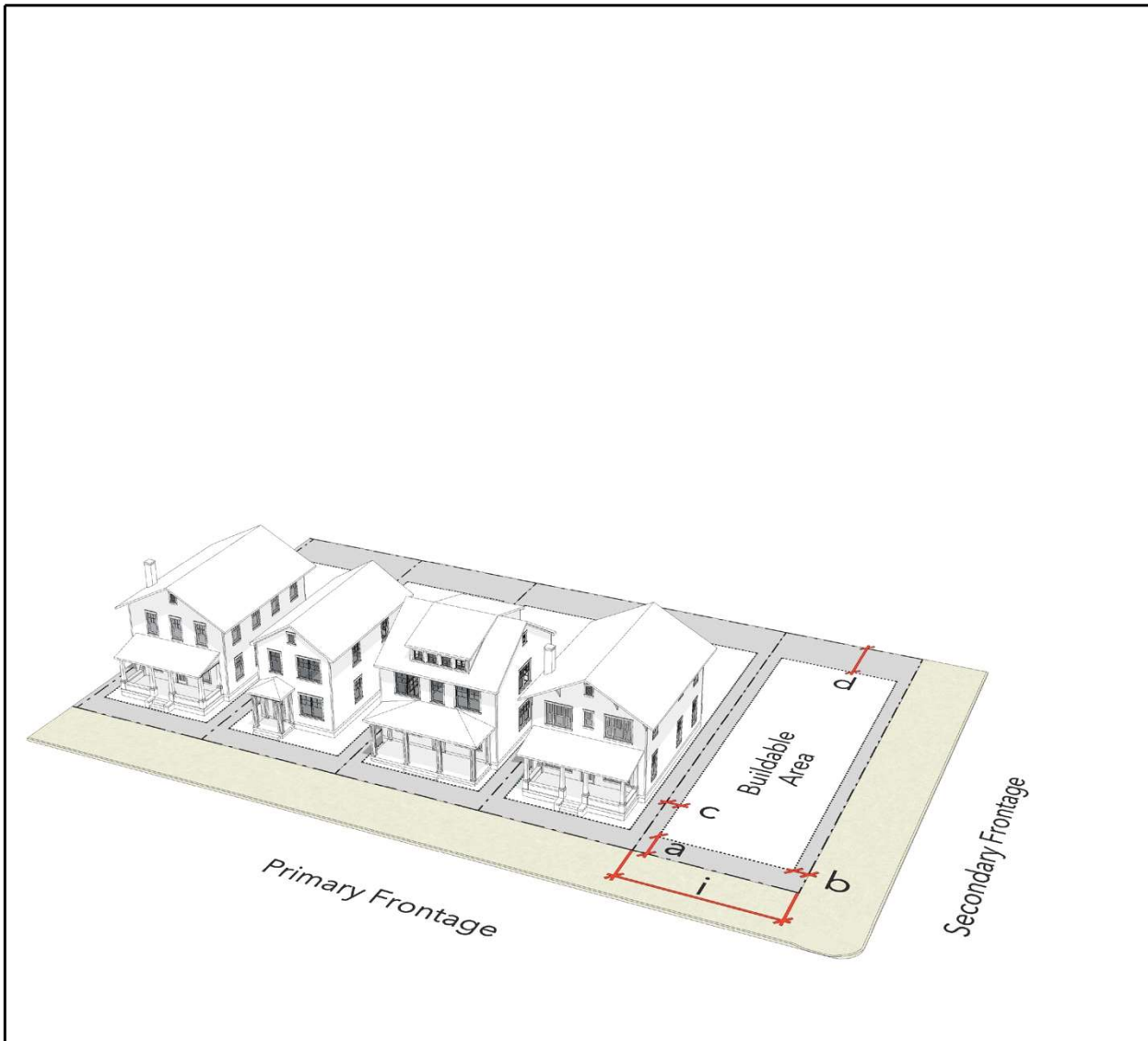
Porch	Permitted
Stoop	Not Permitted
Common Entry	Not Permitted
Gallery	Not Permitted
Storefront	Not Permitted

Notes:

- (1) Measured according to Section 12-2-25(G)(a)(c).
- (2) See Section 12-2-25(G)(h)(b) for exceptions.
- (3) Lot width shall only be measured from the right-of-way line. Lot width at the building setback
- (4) [Minimum side yard setback for thirty-foot \(30'\) lots shall be three \(3\) feet measured from the required per applicable Florida Building Code.](#)

Table 12-2-25.4 -Single-Family Detached and Two-Family Attached (Duplex) Residential Building Types- R-1B through C

-3



Setbacks - Principal Building (feet)

a	Front	8 min. / 20 max
b	Front, Secondary	5 min.
c	Side (Interior)	4.5 min.
d	Rear	25 min. / 20 min

Frontage (min.)

Primary	45% / 40% (lots)
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Setbacks - Accessory Building (feet)

a	Front	50 min.
b	Front, Secondary	5 min.
c	Side (Interior)	1 min.
d	Rear	5.3 min.

Frontage Yard Types

Standard	Permitted
Shallow	Permitted

Lot Occupation

Lot Width (3)	30 ft. min.
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Lot Coverage	50% max.
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Building Height (max.)

Principal Building	35 ft.
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Accessory Building	24 ft.
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Parking (min.)

Off-street (2)	1/unit
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Urban	Not Permitted
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Pedestrian Forecourt	Not Permitted
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Vehicle Forecourt	Not Permitted
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Facade Types	
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Porch	Permitted
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Stoop	<u>Not</u> Permitted
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Common Entry	Not Permitted
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Gallery	Not Permitted
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Storefront	Not Permitted
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Notes:

- (1) Measured according to Section 12-2-25(G)(a)(c).
- (2) See Section 12-2-25(G)(h)(b) for exceptions.
- (3) Lot width shall only be measured from the right-of-way line. Lot width at the building setback
- (4) [Minimum side yard setback for thirty-foot \(30'\) lots shall be three \(3\) feet measured from the per applicable Florida Building Code.](#)

These modifications are intended to allow for greater living quarter proportions for thirty-foot (30') lots while maintaining traditional parking configurations including side and rear parking.

d. Single family detached and duplex façade type requirements should be clarified to provide that porches shall not be required, and stoops shall not be permitted as follows:

Sec. 12-2-25(G)(f)(b)2 - Façade Types

2. Façade Types shall be selected and specified along frontages in accordance with Table 12-2-25.10.

- a. [Porches shall not be required for single family detached and two family \(duplex\).](#)

Tables 12-2-25.3 and 12-2-25.4 - Form Standard Tables

Façade Types	
Porch	Permitted
Stoop	Not Permitted
Common Entry	Not Permitted
Gallery	Not Permitted
Storefront	Not Permitted

- e. Porch and stoop façade types should be defined as follows:

Sec. 12-2-25(J) - Definitions

[Porch means a private façade type which is an open-air room appended to the mass of a building with a floor and roof but no walls on at least two sides.](#)

[Stoop means a private façade type wherein the façade is aligned close to the front property line with the first story elevated for privacy with an exterior stair and landing at the entrance. This type is suitable for ground-floor residential uses at short setbacks with townhouses and apartment buildings. Stoops may encroach into the setback.](#)


- f. Measurements for building entries should be clarified as follows:


Sec. 12-2-25(G)(f)(c)[Building Entries]

- 3. Residential building entries shall be restricted as follows:
 - a. Single family and multi-family residential buildings shall be raised above average [finished](#) grade, [measured at the front property line](#), according to Façade Types defined in Table 12-2-25.10.
 - b. In no instance shall single-family and multi-family residential building entries be raised less than eighteen (18) inches above average [finished](#) grade.
 - c. [Entry grade shall be measured from the average finished grade to the first finished floor.](#)
- 6. Mixed-use and ~~non-residential~~ [commercial](#) building entries shall be at average [sidewalk](#) grade.


Table 12-2-25.10 - Façade Types


A: Porch	
Entry Grade	Minimum 18 inches above average finished grade


<p>Requirements</p>	<ul style="list-style-type: none"> • Required at the primary building entrance. • Porches shall be a minimum 6 feet in depth. • Porches and related structures may project into front setbacks a maximum 10 feet. • Porch openings shall be vertical in proportion. • Porches shall be a maximum 10 feet in height. Columns shall have a minimum diameter of six (6) inches, and should have a capital and a base. 	
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<p>B: Stoop</p>		
<p>Entry Grade</p>	<p>Minimum 34 inches above average finished grade</p>	
<p>Requirements</p>	<ul style="list-style-type: none"> • A stoop is required at building entrances, projecting from the facade. • Wood is prohibited for stoop railing. • Stoops and related structures may project into front setbacks up to 100% 	

<p>C: Common Entry</p>		
<p>Entry Grade</p>	<p>Minimum 18 inches and a maximum 24 inches above average finished grade</p>	

<p>Requirements</p>	<ul style="list-style-type: none"> • A single collective entry to a multi-family lobby is required at the primary building entrance. • Canopies and awnings are permitted to project into front setbacks up to 100% of their depth. 	
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<p>D: Gallery</p>		
<p>Entry Grade</p>	<p>At <u>average</u> sidewalk grade</p>	
<p>Requirements</p>	<ul style="list-style-type: none"> • Where a gallery occurs, it is required along a minimum of 80% of the frontage. • Encroachments are permitted according to Section 12-2-25(E)(G). • Awnings are not permitted on galleries. 	

<p>E: Storefront</p>		
<p>Entry Grade</p>	<p>At <u>average</u> sidewalk grade</p>	
<p>Requirements</p>	<ul style="list-style-type: none"> • A storefront is required at the primary entrance of the tenant space. • Storefronts are permitted according to Sec. 12-2-25(G)(f)(d). • A minimum of 70% of the ground floor of a storefront shall be glazing. 	

Sec. 12-2-25(J) [Definitions]

Building height, *single-family residential*, means the vertical distance of a building measured from the average elevation of the finished grade to the bottom of the eave [for pitched roof buildings or the bottom of the parapet for flat roof buildings](#).

- g. Underlying land development regulations currently contained within the Land Development Code (LDC) were intended to apply within the overlay district. To meet the intent, clarifying language regarding Sec. 12-2-82(C)(8) should be incorporated as follows:

Section 12-2-25(G)(c) [Building Massing and Materials]

[\(j\) Material requirements contained within Sec. 12-2-82\(C\)\(8\) shall apply within the CRA Urban Design Overlay District.](#)

- h. Material provisions for single family residential building types should be clarified as follows:

(i) [Exterior wall materials](#) prohibited for all single family residential types shall include:

1. Corrugated metal panels; and
2. Exposed concrete block.

- i. Illustration 12-2-25.10 depicting driveway placement on 30-foot wide lots in Sec. 12-2-25(G)(h)(b)3.a.(3)(b) should be added as follows:

b. The outer edge of driveways shall be placed a maximum of two feet from either side property line. [See Illustration 12-2-25.10 for a depiction of driveway placement for single family detached and two-family attached \(duplex\) buildings on 30' wide lots.](#)



Illustration 12-2-25.10 - Driveway Locations Illustrated

- j. Measurements for trees on private property contained in Sec. 12-2-25(H)(b)(1)(1)a-b should be modified as follows:
1. For single-family detached and two-family lots, one tree for every lot or for every 50 feet of linear frontage along the right-of-way shall be preserved or planted. Trees planted to meet this requirement shall be as follows:
 - a. ~~Trees with a caliper equal to or less than four (4) inches shall be measured at six (6) inches off the ground.~~ Measured at diameter breast height (DBH), as described in Sec. 12-6-2(E) (DBH).
 - b. ~~Trees with a caliper greater than four (4) inches shall be measured at 12 inches off the ground.~~

Measuring at diameter breast height (DBH), rather than caliper, is consistent with existing City practices.

Following the Planning Board hearing, the proposed overlay district was presented to the Eastside Redevelopment Board (ERB) and the Westside Redevelopment Board (WRB) on July 11, 2018 and July 24, 2018, respectively. Both Boards recommended adoption of the overlay district, as recommended by the consultant.

In addition to the final overlay document and recommendations, DPZ CODESIGN and the firm's partner, Hall Planning & Engineering, have provided two documents containing recommended long term and transportation strategies for consideration. These documents are attached.

PRIOR ACTION:

October 26, 2000 - City Council adopted the Urban Infill and Redevelopment Plan.

February 9, 2004 - City Council approved the Eastside Neighborhood Plan.

October 27, 2005 - City Council amended and readopted the Urban Infill and Redevelopment Plan, incorporating therein the Eastside Neighborhood Plan.

May 24, 2007 - City Council adopted the Westside Community Redevelopment Plan.

January 14, 2010 - City Council adopted the Urban Core Community Redevelopment Plan (2010).

April 10, 2017 - The CRA approved the FY17/18 CRA Work Plan which included the development of design standards for the Urban Core, Westside and Eastside community redevelopment areas.

July 26, 2017 - The CRA issued Request for Qualifications (RFQ) No. 17-043 for Urban Design and Code Amendment Services for a Community Redevelopment Area Overlay.

October 10, 2017 - The CRA approved the ranking of the selection committee for RFQ No. 17-043 and authorized the CRA Chair to negotiate and execute a contract with DPZ CoDESIGN.

May 7, 2018 - The CRA approved the FY18/19 CRA Work Plan which included the development of design standards for the Urban Core, Westside and Eastside community redevelopment areas.

June 12, 2018 - The Planning Board recommended adoption of the CRA Urban Design Overlay District with modifications.

July 11, 2018 - The Eastside Redevelopment Board recommended adoption of the CRA Urban Design Overlay District as recommended by the project consultant.

July 24, 2018 - The Westside Redevelopment Board recommended adoption of the CRA Urban Design Overlay District as recommended by the project consultant.

FUNDING:

N/A

FINANCIAL IMPACT:

None

STAFF CONTACT:

Don Kraher, Council Executive

ATTACHMENTS:

- 1) Proposed Ordinance No. 21-18
- 2) Planning Board Minutes - June 12, 2018
- 3) Public Outreach and Input Opportunities
- 4) Comment Responses & Draft Document - Draft Comment Period

- 5) Comment Responses - Post Draft Comment Period
- 6) Recommended Long Term Strategies - DPZ CODESIGN
- 7) Transportation Support Document - Hall Planning & Engineering
- 8) Bicycle Measurements

PRESENTATION: No