

# CHAPTER 6

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*St. Andrews*

# EXISTING CONDITIONS

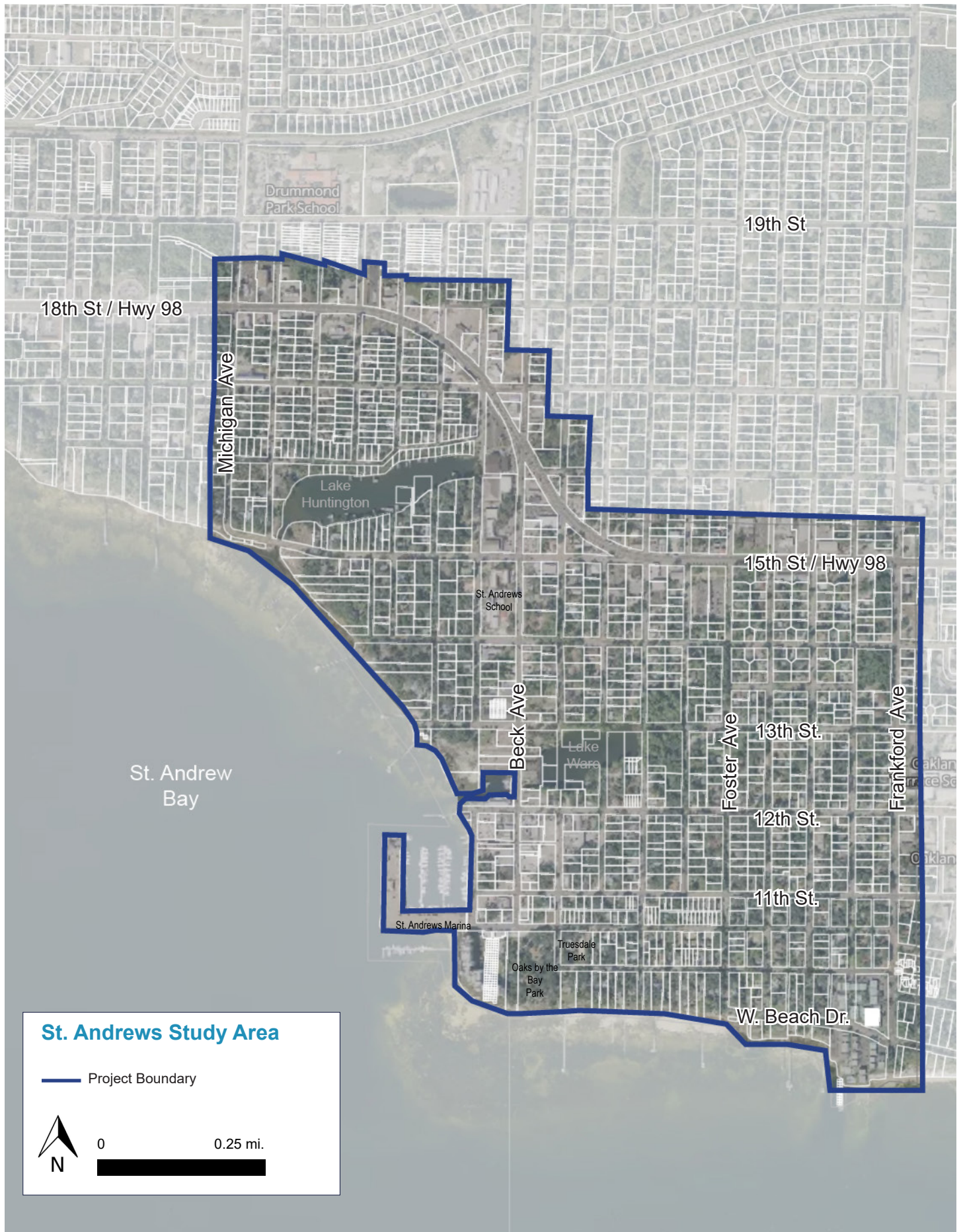
## *St. Andrews*



A mid-century postcard of the Shrimp Boat Restaurant.

## A Village by the Bay

St. Andrews has built its reputation around its relationship with the waterfront, as seen by the many boats and docks that line St. Andrews Bay and vernacular buildings characteristic of a traditional fishing village. Extensive shoreline and abundant park space are enjoyed by residents and visitors. It is an established community that has built an identity around its working waterfront, with the St. Andrews marina a central landmark, and active downtown district. In addition to the waterfront and marina, the area is marked by Lake Huntington and Lake Ware. These unique natural features add to the amount of measurable shoreline present and create waterfront vistas. Oaks by the Bay Park, Villa Gateway Park, Truesdale Park, Lake Huntington Park and Club House, and the St. Andrews Marina are key public spaces that offer space for community gatherings and events.



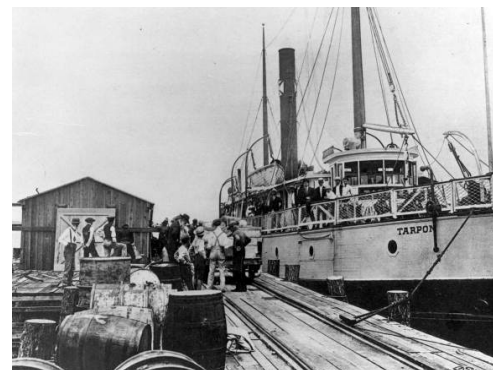
# History

St. Andrews' namesake dates back to the 16th century. It is theorized that a Spanish explorer must have landed on the coast of St. Andrews on February 4th, Saint Andrew Corsini's Day. Though it is impossible to say for sure who gave St. Andrews its name, it can be said with some certainty that it was named between 1516 and 1558 when the early Spanish Navigators were exploring the northeast Gulf Coast.

The first European settlement in the St. Andrews Bay area was along Beach Drive between Frankford Avenue and Lake Caroline, and the first house constructed in 1832. Just a few people resided year round in St. Andrews, earning a living making salt, fishing, and boarding vacationers who came to the area for the "healthy sea baths" and the fishing.<sup>1</sup> Salt, a common household commodity, came into high demand during the Civil War for its preservation and sterilization qualities. Suddenly, this new industry dedicated to extracting salt from seawater docked on the shores of St. Andrews Bay.

In 1845, the town was referenced as "St. Andrews" by the post office. The geodetic survey of 1855 (the first official survey) depicted the town as "St. Andrews City" and the bay as "St. Andrews Bay." It is claimed the post office allegedly dropped the "s" off and never corrected it. The

<sup>1</sup> HistoricStAndrews.com

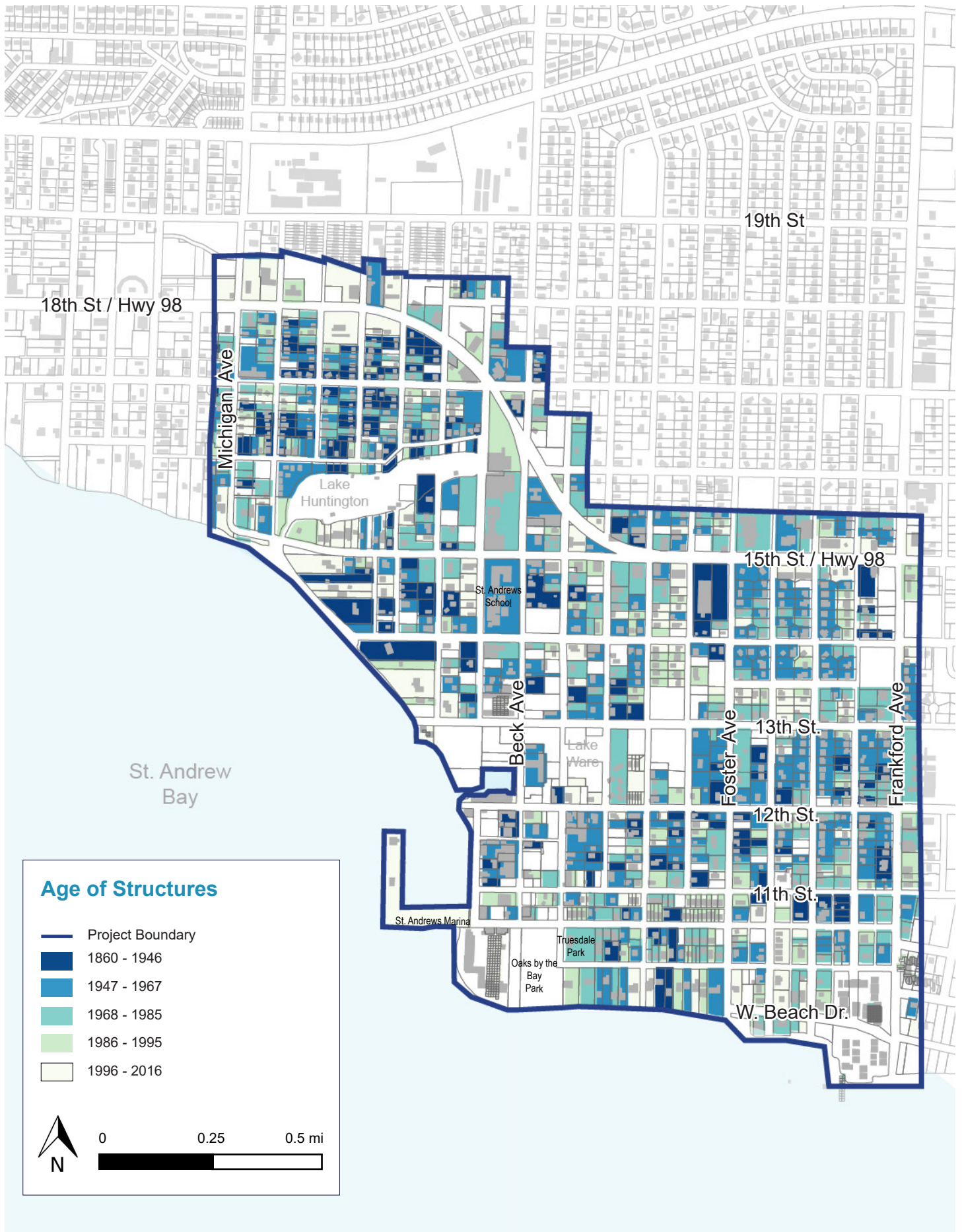


Top: Boats are docked at St. Andrews in 1935. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Center: The "Tarpon" was an iron steamer built in 1887 at Wilmington, Delaware. It was lost in a 1937 hurricane off Panama City. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Bottom: Visitors vacationing in St. Andrews would often take the ferry to the nearby beach, c. 1890. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Left: Sanborn Fire Insurance Map from Panama City, Bay County, Florida. Sanborn Map Company, Jan, 1939. Map. [https://www.loc.gov/item/sanborn01329\\_003/](https://www.loc.gov/item/sanborn01329_003/).



newspaper, St. Andrews Bay News, cited the town as “St. Andrews” but referred to the post office as “St. Andrew.” Most colloquially refer to the community as “St. Andrews.”

St. Andrews incorporated in 1908 and grew in the early 1900s as a popular port on the gulf coast. One of the most noted ships, the SS Tarpon, traveled between Mobile and Appalachicola, stopping like clockwork in St. Andrews, delivering supplies such as beer and flour. In 1927, St. Andrews was annexed into Panama City along with Millville and Glenwood. By the mid-1900s, St. Andrews had become known as a destination for vacationers, with Charter Boats, restaurants, and shops.

Real estate became desirable as well. Lots approximately 25 feet by 82 feet were sold for cheap in the early days but the price rose quickly as the reputation of St. Andrews grew. One of the early land purchasers, George Mortimer, opened a publishing house that became home to the Panama City Pilot, the City’s first newspaper. It is now a museum and a key landmark along Beck Avenue.

The Panama City Commission acknowledged the need to revitalize St. Andrews and designated the area as a Community Redevelopment Area in 1989. In 1997, St. Andrews participated in the first ever Waterfronts Florida Program. This program, in addition to many grants awarded from the State of Florida, have helped to transform and revitalize St. Andrews.

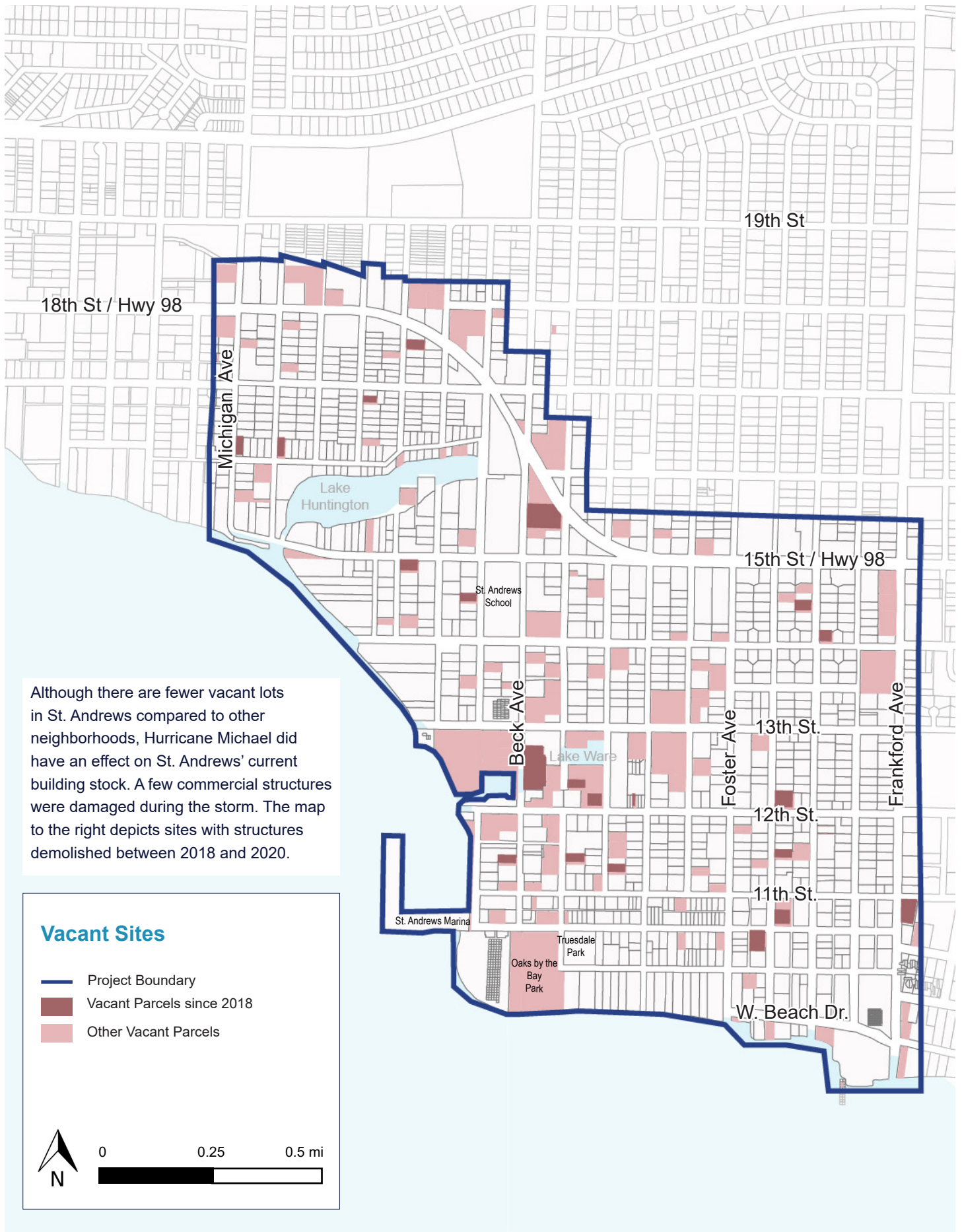


Top: St. John the Evangelist Catholic Church. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Center: Postcard of Beck Avenue c. 1940 (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Left: 1968 aerial view of St. Andrews Marina.





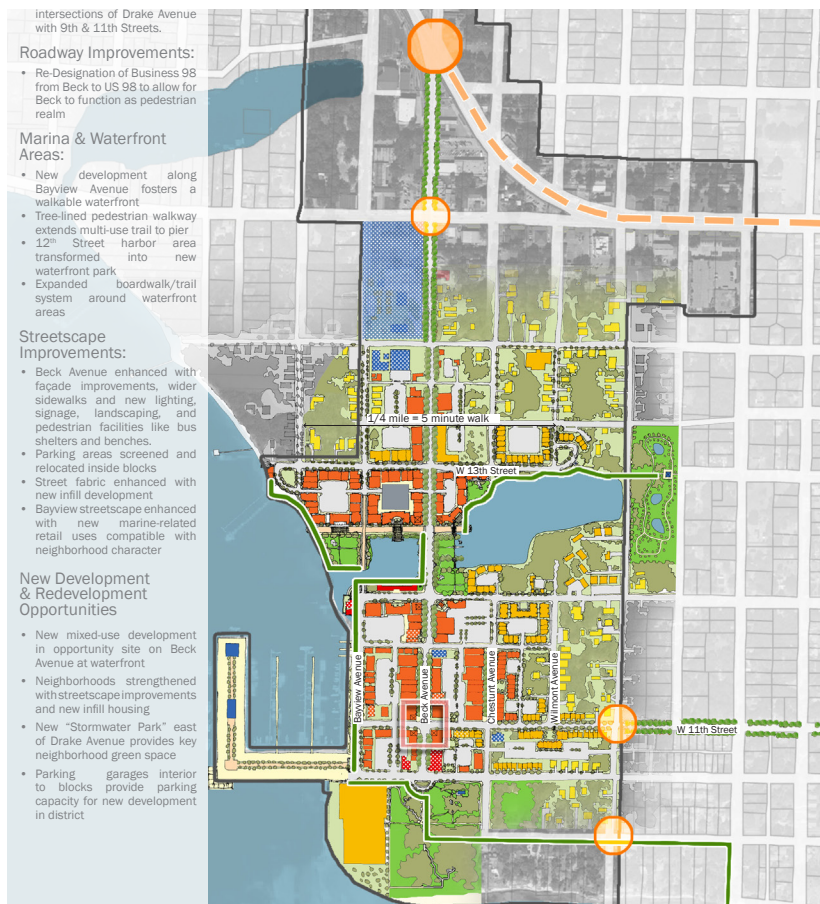
# Previous Plans & Studies

## St. Andrews Community Redevelopment Plan

The most recent update to the St. Andrews Community Redevelopment Plan occurred in 2018. A Three-Point Action Plan outlined how to utilize the St. Andrews Marina as a vibrant public space and working waterfront, strengthen neighborhoods through improved bike and pedestrian facilities and connections to the historic waterfront, and develop incentives and programs designed to facilitate desired redevelopment projects. The master plan included design guidance for gateways and focal points, roadway and streetscape improvements, and development opportunities centered around the Marina and Waterfront.

## US 98 Business Heritage & Cultural Corridor Study

In 2006, the US 98 Business Heritage & Cultural Corridor Study was completed. The plan called for a more walkable, attractive, and economically vibrant corridor linking Greater Panama City neighborhoods. The study identified key project recommendations for St. Andrews with the aim of enhancing access to water and parks, capitalizing on existing



## 2018 St. Andrews CRA Plan:

- » Gateways and Focal Points for Beck Ave and Hwy 98 & 15th St, as well as 9th & 11th Streets
- » Roadway Improvements for Beck Ave to redesignate as a local right-of-way
- » Marine & Waterfront Areas should have walkable development with an expanded boardwalk & trail system
- » Streetscape Improvements along Beck Ave
- » New Development & Redevelopment Opportunities including a mixed-use development along the waterfront, infill housing, designated parking, and a stormwater park

## 2006 Corridor Study Key Projects for St. Andrews:

- » *Gateway treatment along Beck Ave at Hwy 98 / 15th Street*
- » *Streetscape improvements to 11th Street*
- » *Streetscape improvements to Beck Avenue*
- » *Stormwater park at the eastern edge of Lake Ware*
- » *Waterfront park at northwest edge of Lake Ware*
- » *Boardwalk and trail system and walk along shore edge and pier*
- » *Mixed-use development and pedestrian mall north of Lake Ware*
- » *Redesignate Business 98*
- » *Potential future parking garages*

character and identity, increasing multi-modal opportunities, creating pedestrian-oriented destinations, walkable districts, and streets, and creating a city-wide network of destinations.

## St. Andrews CRA Design Guidelines and Standards

There are many buildings that define the character of St. Andrews and lend to its identity as a waterfront community. The St. Andrews District Design Guidelines were developed to establish vernacular design elements into new development and redevelopment. The district is divided into several subdistricts including the Waterfront, Beck Avenue, Highway 98 Corridor, and Residential areas, and covers the following design elements:

- Development, buildings, and facades
- Parking
- Signage
- Outdoor environment

The St. Andrews Design Guidelines outline guidance for rehabilitating an existing building or constructing a new one to create a holistic environment with complimentary buildings. The guidelines detail appropriate use of architectural elements and signage.

Buildings in St. Andrews clockwise from top left:

1. St. Andrews Grammar School
2. Amavida Coffee Roasters
3. Shopfronts at Beck Avenue and 11th Street

4. Panama City Publishing Company
5. Salty Oak Brewing Company
6. Alice's on Bayview



# Neighborhood Form

The neighborhood of St. Andrews contains a tight network of streets with small, walkable blocks. The street grid is compact and well connected but lacks an alleyway system. This framework makes for an urban, walkable environment.

Concentrated activity occurs along Beck Avenue between 11th and 12th Streets where historic commercial shopfronts and restaurants line either side of the street. This area contains several parks and waterfront views within walking distance of residents with the St. Andrews Marina serving as the central focal point.

Development footprints are larger along Beck Avenue and Highway 98 with a concentration of larger buildings at the intersection of these streets. This area is close to the historic St. Andrews School and neighborhood conveniences. Parks and waterfront areas provide both active and passive recreation opportunities. For example, Lake Huntington provides area for recreational activity while Oaks by the Bay Park provides an area for small events and passive activities.



Photos of St. Andrews neighborhood from top to bottom:

1. Market along Bayview Avenue
2. Mardi Gras Parade along Beck Avenue
3. Streetscape along 10th Street
4. Fresh produce at the St. Andrews Waterfront Market



# Existing Zoning & Future Land Use

According to an analysis undertaken for the St. Andrews Community Redevelopment Area, approximately 51% of the land is zoned general commercial and 27% is zoned mixed-use. About 10% of the area is zoned for public, institutional, or recreational use.

In general, the Zoning map shows properties fronting Beck Avenue zoned for Downtown District making up the core of St. Andrews Downtown. The district extends from 15th Street at the northern end to 10th Street at the southern end. Commercial properties line Highway 98 to the north of St. Andrews forming a prominent east-west business corridor.

Properties east of the downtown core transition to mixed-use residential and then to single family residential. The Future Land Use Map calls for expansion of more intense urban mixed-use residential, currently concentrated along 10th Street and 11th Street, to capture an area from Beach Street to Highway 98 around Lake Ware.

The lowest intensity of residential use lies east of Foster Avenue and west of Bayview Avenue below Lake Huntington along the shoreline of St. Andrew Bay.

District		Maximum					Minimum				
		Density - Dwelling Unit	Lot Coverage	Building Height	Floor Area Ratio		Site Area (new lots)	Lot Width	Setbacks		
									Front	Side	Rear
Residential											
R-1 <sup>a</sup>		5.0/ac	40%	35'	-		6,000 sf	60'-70'	20'	7' <sup>b</sup>	25'
R-2		10.0/ac	50%	50'	-		3,000 sf	20'	20	5'	20'
Mixed-Use											
UR-1		15.0/ac	65%	80'	0.75		4,000 sf	-	15'	5'	20'
UR-2		30.0/ac	75%	120'	0.75		-	-	15'	5' <sup>c</sup>	25'
MU-2		10.0/ac	65%	65'	0.65		-	-	15'	5' <sup>c</sup>	25'
MU-3		20.0/ac	75%	65'	0.75		-	-	15'	5' <sup>c</sup>	25'
StAD		35.0/ac	100%	125'	5.0		current parcel size	-	0'	0'	0'
Commercial											
GC-1		N/A	70%	None	3.0		N/A	-	15'	5'	20'
GC-2		N/A	90%	None	3.0		N/A	-	15'	5'	20'
Special Purpose											
P		0	5%	25'	0		N/A	N/A	30'	30'	25'
REC		0	40%	25'	0.2		N/A	N/A	25'	5'	25'
P/I		N/A	90%	None	0.7		N/A	N/A	15'	5'	10' / 25'

a: MU-1 District has the same requirements.

b: 20' from road on corner lots

c: When a common wall is used in townhomes, then a 0' setback can be used.

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- A detailed map of St. Andrew, Maryland, and its immediate surroundings. The city of St. Andrew is outlined with a thick blue line. Major roads shown include W 19th St, W 18th St, W 16th St, W 14th St, W 13th St, W 12th St, W 9th St, W 15th St, and W 17th St. Other streets include Isabella Ave, Drummond Ave, Louise Ave, Molitor Ave, Billings Ave, Deer Ave, Lake Ave, Back Ave, Chestnut Ave, Wilmington Ave, Hickory Ave, Foster Ave, Calhoun Ave, Clay Ave, and Frankford Ave. Landmarks include Lucille Moore Elementary School, Boys & Girls Club, Panama City School, Sweetboy Wells, Lake Huntington, Lake Ware, and St. Andrew Marina. The map also shows surrounding areas like St. Andrew Bay and various parks and fields.

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- A map of St. Andrew, Jamaica, showing a grid of streets and various landmarks. A blue outline highlights a specific area in the center of the map. The highlighted area includes Lake Huntington, Lake Ware, and several streets. Key landmarks include Lucille Moore Elementary Panama City School, Boys & Girls Club, Sweetboy Wetland, and St. Andrew Marina. Major roads like W 19th St, W 18th St, W 16th St, W 15th St, W 14th St, W 13th Cr, W 12th St, W 9th St, and W 8th St are labeled. Other streets include Isabel Ave, Drummond Ave, Louise Ave, Muller Ave, Billings Ave, Deer Ave, Lake Ave, Bayview Ave, Cincinnati Ave, Drake Ave, Arthur Ave, Calhoun Ave, Foster Ave, and Clay Ave. The map also shows the coastline and the St. Andrew Bay.

# Market Findings

St. Andrews retains its historic character as a fishing village with a working waterfront. Since its construction in 1960, St. Andrews Marina has anchored the community's daily life, though many of the commercial fishing operations relocated and the marina shifted to greater charter and recreational use.

The St. Andrews study area was expanded beyond the official boundaries of the Community Redevelopment Area to include the residential neighborhood to the northwest from Michigan Avenue and south of west 18th Street/US Highway 98 and east beyond Frankford Avenue. While the area had almost 2,500 residents in 2000, ESRI, a national provider of demographic data, estimates the 2019 population at 2,291 residents, living in 1,102 households. The population decline is related to smaller households as well as the loss of 64 year-round households, some of which may have been replaced by seasonal residents. Local households are overwhelmingly small with an average size of 2.07 persons. Single people living alone constitute 40 percent of area households with two-person households accounting for another 35 percent. Household incomes had a median of \$36,596 in 2019, which was 87 percent of the citywide median and 69 percent of the Bay County median income. Twenty-two percent of year-round residents are aged 65 or older with 20 percent aged 20 to 34.

More than one-half of St. Andrews residents work in services with another 20 percent employed in retail trade. Of the population aged 25 or over, 44 percent had a high school diploma or less education while 21 percent had at least a Bachelor's degree. Just under one-third of the jobs based in St. Andrews in 2017 were in accommodations and food service with an additional 16 percent in retail and 14 percent in transportation and warehousing. As of 2017, the latest date for which information is available, the U.S. Census Bureau reported 721 jobs based in St. Andrews.

The median year built for St. Andrews housing is 1964 with 11 percent of units built since 2000. Sixty-two percent are single-family detached housing units. Just over half of the households rent their homes, up from 46 percent in 2010. Vacancies are estimated at 24 percent, of which more than one-third are held for seasonal use by households that maintain a permanent residence elsewhere.

## St. Andrews Neighborhood Profile

2,291

2019 POPULATION



AVERAGE HOUSEHOLD SIZE



1,102

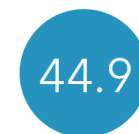
2019 HOUSEHOLDS

\$36,596

2019 MEDIAN HOUSEHOLD INCOME

-0%

2010-19 POPULATION:  
ANNUAL GROWTH RATE



MEDIAN AGE

## Education



NO HIGH  
SCHOOL  
DIPLOMA



32%

HIGH  
SCHOOL  
GRADUATE



35%

SOME  
COLLEGE



21%

BACHELOR'S/  
GRAD/ PROF  
DEGREE

## Employment



71%

WHITE COLLAR



16%

BLUE COLLAR



13%

SERVICES



UNEMPLOYMENT  
RATE

## Business



195

TOTAL  
BUSINESSES



1,302

TOTAL  
EMPLOYEES



\$49,733,931

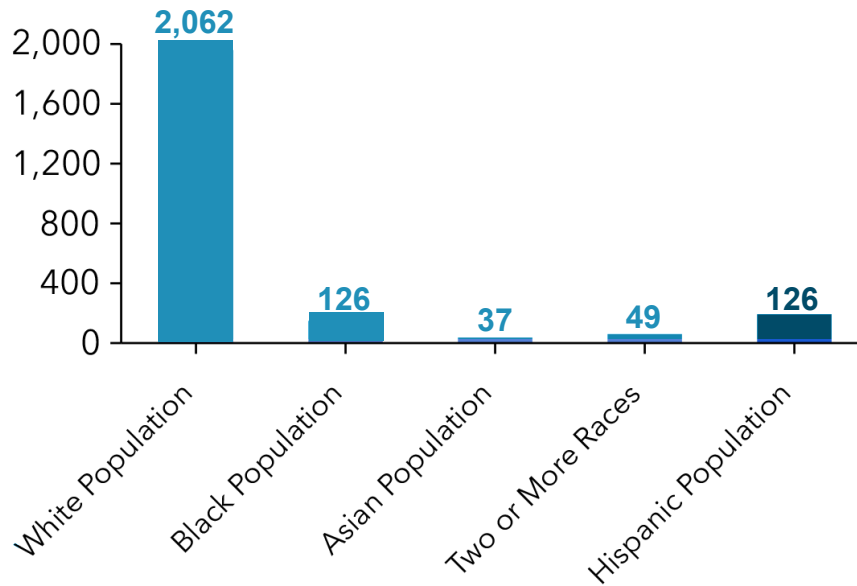
2019 ANNUAL  
BUDGET  
EXPENDITURES



\$14,815,308

2019 RETAIL  
GOODS

## 2019 Race and Hispanic Origin



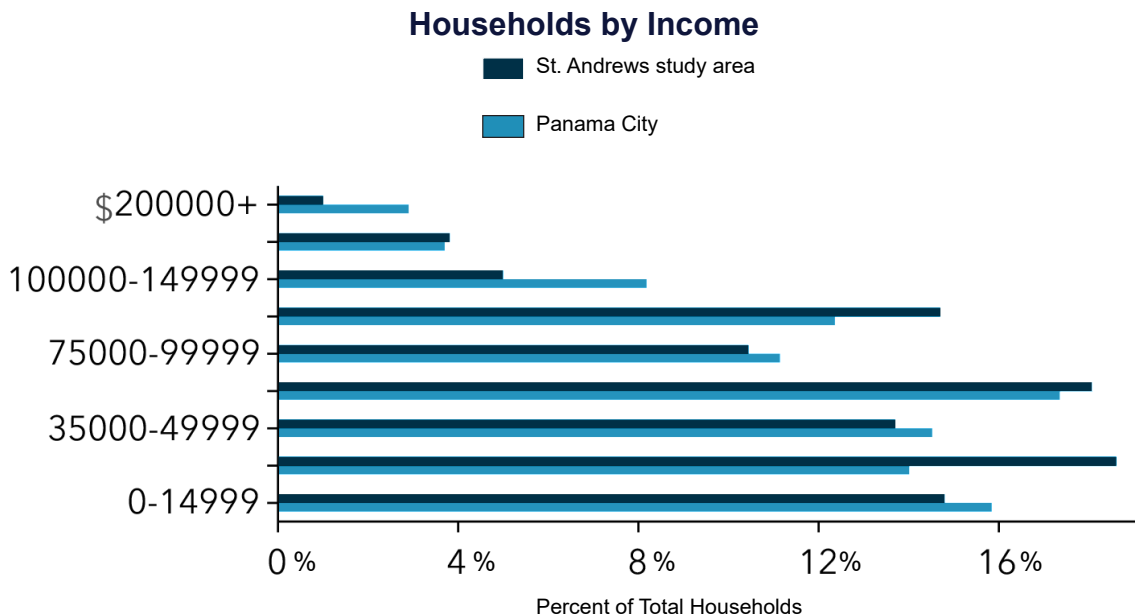
The 2006 opening of the major Harbour Village at Historic St. Andrews condominium development helped to spur the business district's revitalization by bringing new households and visitors to the neighborhood. Primarily focused along Beck Avenue, St. Andrews offers a variety of local retailers and restaurants that draw both tourists and locals alike. However, the retail scene is interrupted by vacant lots, vacant buildings (some vacant as a result of Hurricane Michael) and non-retail uses. Such interruptions between stores discourage shoppers continuing up the road to patronize other businesses.

The designation of Beck Avenue and 11th Street as US Business 98 brings trucks and non-local traffic through the heart of St. Andrews, impinging on the pedestrian environment and creating some safety hazards. The proposed removal of that designation will allow the City to take greater control and upgrade conditions to better serve local businesses and residents.

Waterfront access is a major community advantage, including the well-loved Oaks by the Bay Park. Renovation of St. Andrews Marina has the highest priority for near-term economic recovery and revitalization. Providing additional pedestrian amenities (e.g., benches) and gathering places would better leverage the public investment.

U.S. Business 98 provides a less than stellar gateway to St. Andrews. The scene suffers from the dominance of auto-oriented uses characterized by barren parking lots that contribute little to the public realm. Following Hurricane Michael, demolition and removal of destroyed structures have improved conditions, but much more still needs to be done to beautify this important gateway. Rebuilding the Grocery Outlet at the entrance to St. Andrews offers a unique opportunity to craft a quality gateway worthy of the community.

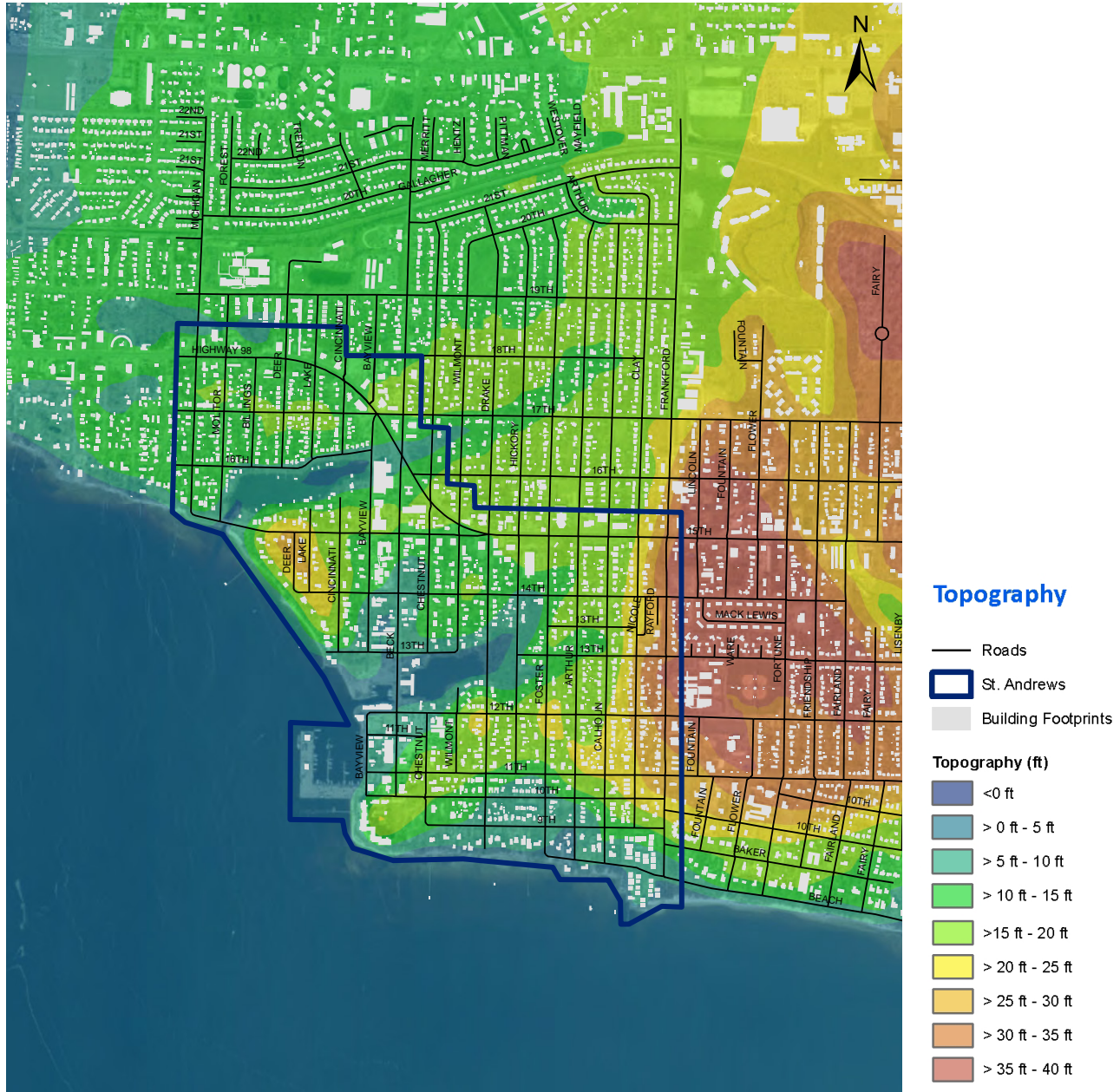
Following reopening of the marina, St. Andrews will offer additional development opportunities. The market should be able to support a new hotel on the water and additional retail/restaurant offerings along Beck Avenue. The exact timing of those opportunities will depend on resolution of the COVID-19 pandemic and restoration of public confidence in traveling and gathering together for entertainment and dining. Nationally, the hotel industry is expected to take three or four years to return to 2019's high occupancy levels; however, beach communities focused on the leisure market will likely recover more quickly. Retail and restaurant business failures caused by the pandemic may constrain the commercial market in the near term. Historic



storefronts have the advantage of lower rents/costs more affordable to independent, non-chain retailers. Simple new one- and two-story structures would help to maintain that affordability. New stores should be focused primarily between 10th and 12th streets to encourage filling in gaps between existing structures.

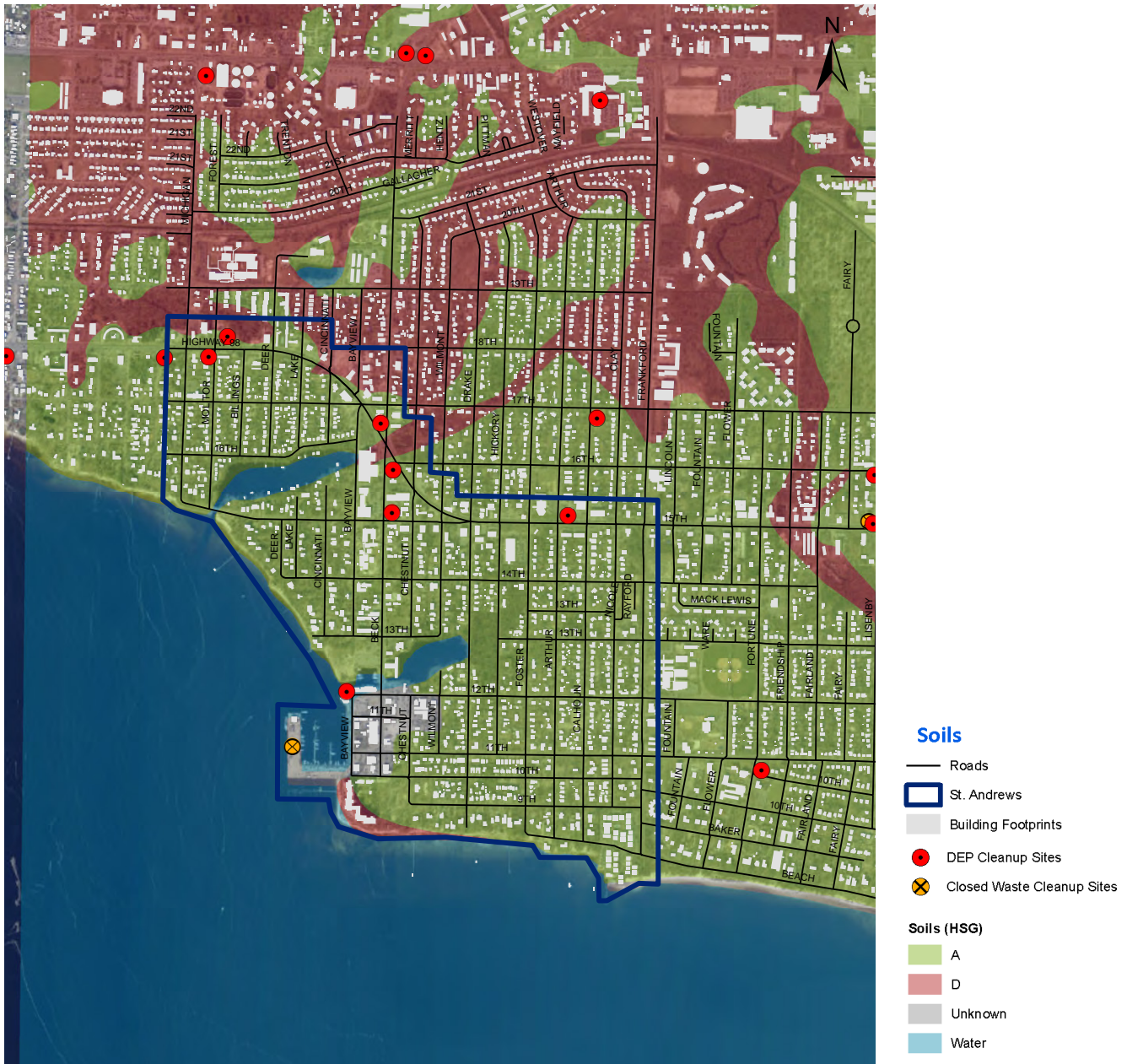
The continued revitalization of the St. Andrews commercial district will build market support for development of new housing. Harbour Village condominiums sold very quickly and have increased in value significantly over the years. A similar residential project with 200 to 300 condominiums could be developed on the waterfront property at 13th Street. The neighborhood has many infill lots that could accommodate new smaller multi-family apartment buildings as well as single-family houses. However, the high costs of construction create a challenge to delivering units at market prices.

# Environmental Analysis



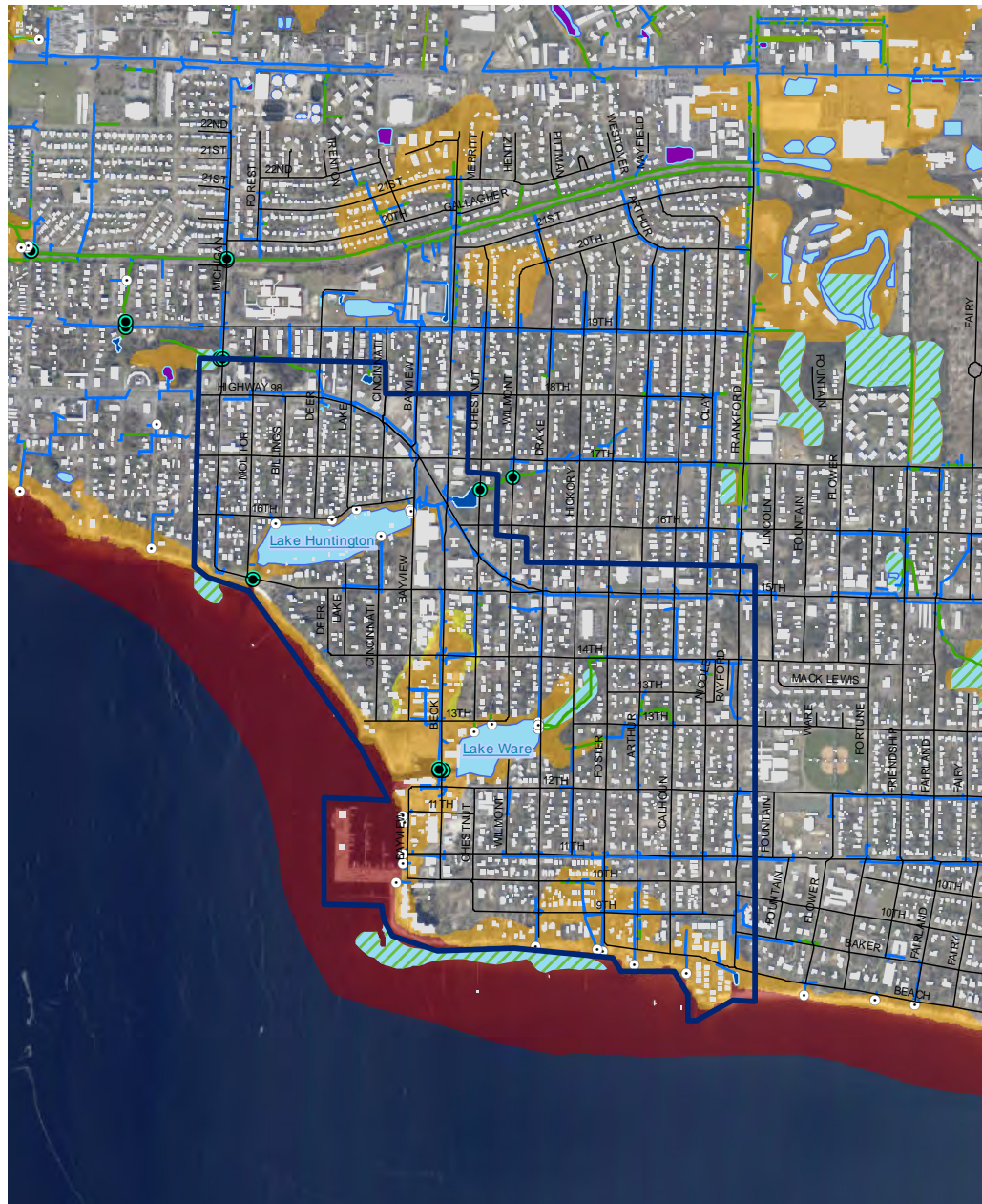
## Topography & Drainage

The St. Andrews area is relatively flat and low-lying, with a small range in elevation as depicted in the topography map. Shown in blue and blue/green, the major drainage patterns follow the Lake Huntington and Lake Ware inlets and extend past the water bodies into the surrounding neighborhood.



## Soils

Soil mapping for St. Andrews shows that the area is dominated by HSG A soils, which may provide opportunities in higher-elevation areas to infiltrate stormwater. Lower-elevation areas are likely to have high groundwater levels that would preclude infiltration systems.



## Water Bodies, Flood Plain & Stormwater Infrastructure

### Stormwater Infrastructure

- Outfall
- Pipe
- Culverts
- Ditch
- City-Owned Stormwater Pond
- Other Stormwater Pond
- Roads
- St. Andrews
- Building Footprints
- Lake/Reservoir
- Wetland

### FEMA Flood Zones

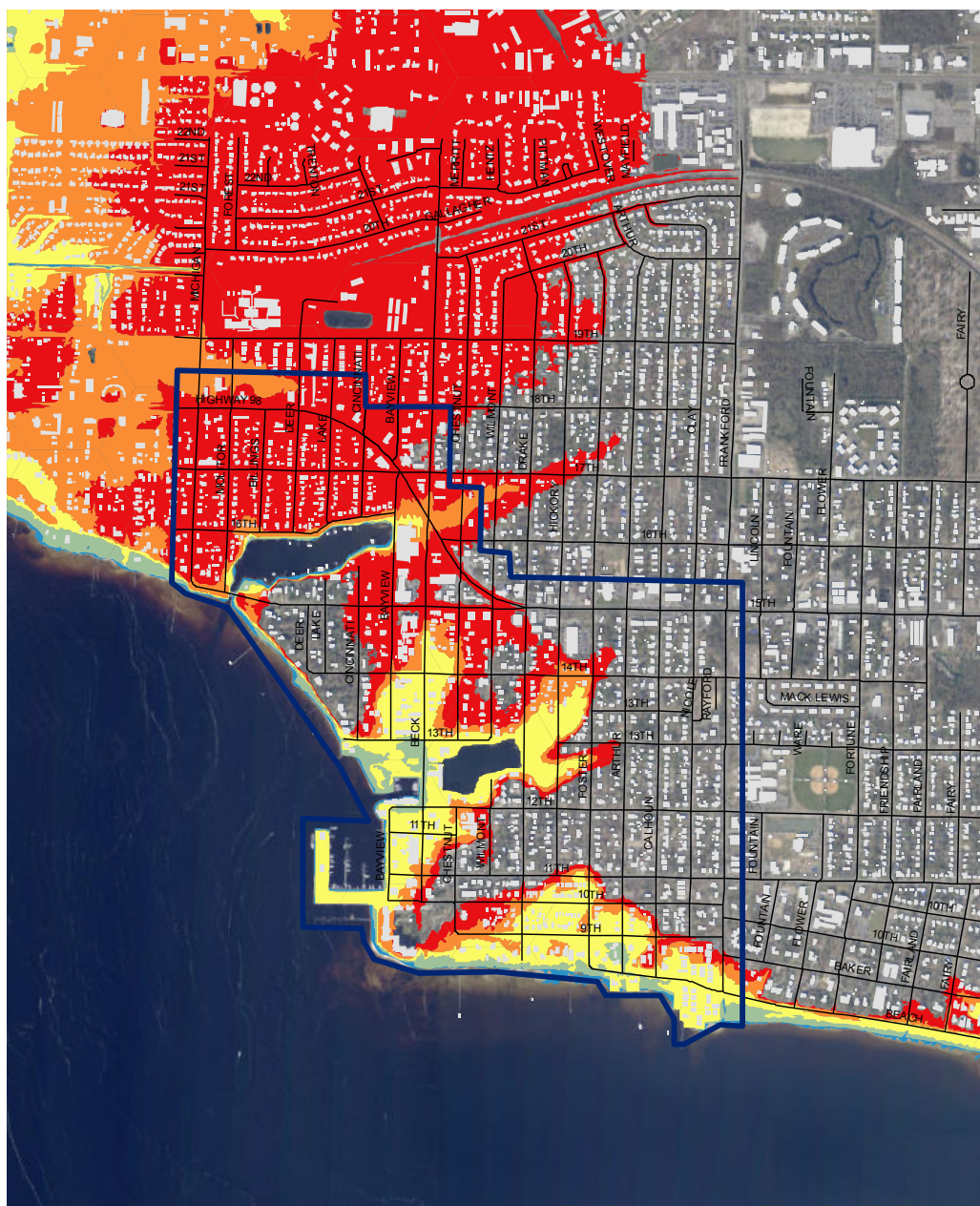
- Zone X - 500 Year Flood Zone
- Zone A - 100 Year Flood Zone
- Zone VE - Coastal High Hazard Area

## Stormwater & Green Infrastructure

Lake Huntington and Lake Ware are integral to the drainage system in this neighborhood, with large drainage pipes/culverts connecting both lakes to the Bay. As the City explores expanding recreational opportunities in these lakes, water quality and public health concerns should be carefully considered. Other than stormwater ponds, the drainage system in St. Andrews generally does not have stormwater treatment before discharge to the Bay. DPW noted that untreated stormwater discharges have caused sediment buildup, which affects boating for waterfront property owners. The City has dredged this area in the past to maintain access.

The 100-year flood zone follows the low area surrounding Lake Ware and to the east of Oaks by the Bay park. Upstream of Lake Ware, there are several vacant, privately owned parcels within the flood zone. These parcels may provide an opportunity to expand and enhance the wetlands for stormwater quality, flood storage, and passive recreation.

The land around Lake Huntington is mostly developed, with few vacant parcels. To the southeast, along Bayview Avenue, there are vacant parcels owned by St. Andrew Baptist Church and Bay County Audubon. Through public-private partnership, there may be an opportunity



Storm Surge Category

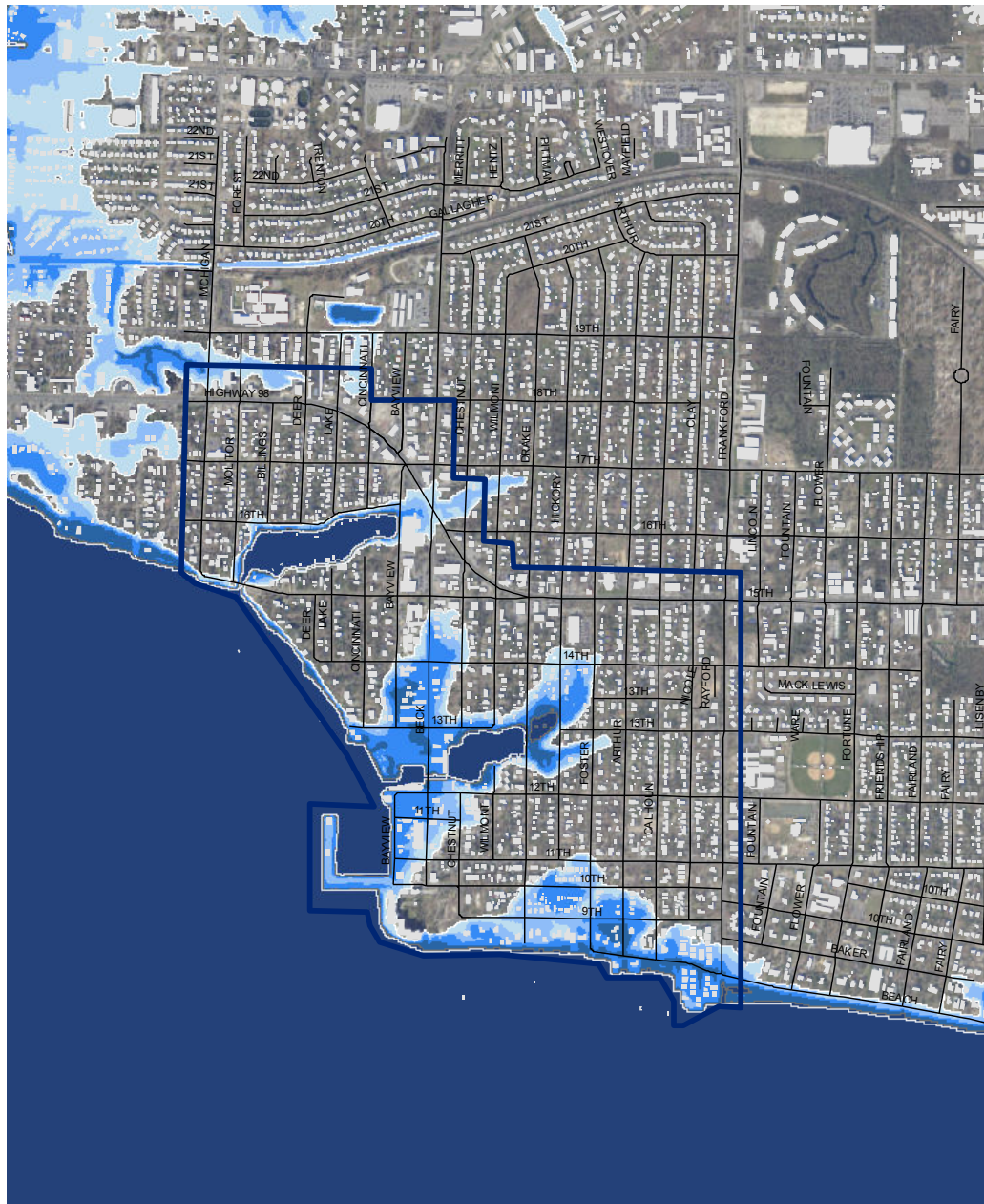


## Storm Surge Flooding

to enhance these properties with green infrastructure for stormwater quality, flood storage, and passive recreation. Upstream of Lake Huntington there is a large retention basin owned by the City. While it appears that space is limited, there may be an opportunity to expand, naturalize, and add passive recreation around the pond.

Stakeholders mentioned that Oaks by the Bay Park may present an opportunity for living shoreline restoration. The large parcel on waterfront between 12th and 13th Street, owned by CSS St. Andrews, LLC, may also provide an opportunity for shoreline buffer restoration.

Storm surge threatens a large portion of St. Andrews, including the downtown businesses, residential areas to the north, the St. Andrew Community Medical Center on Route 98, and the St. Andrews School.

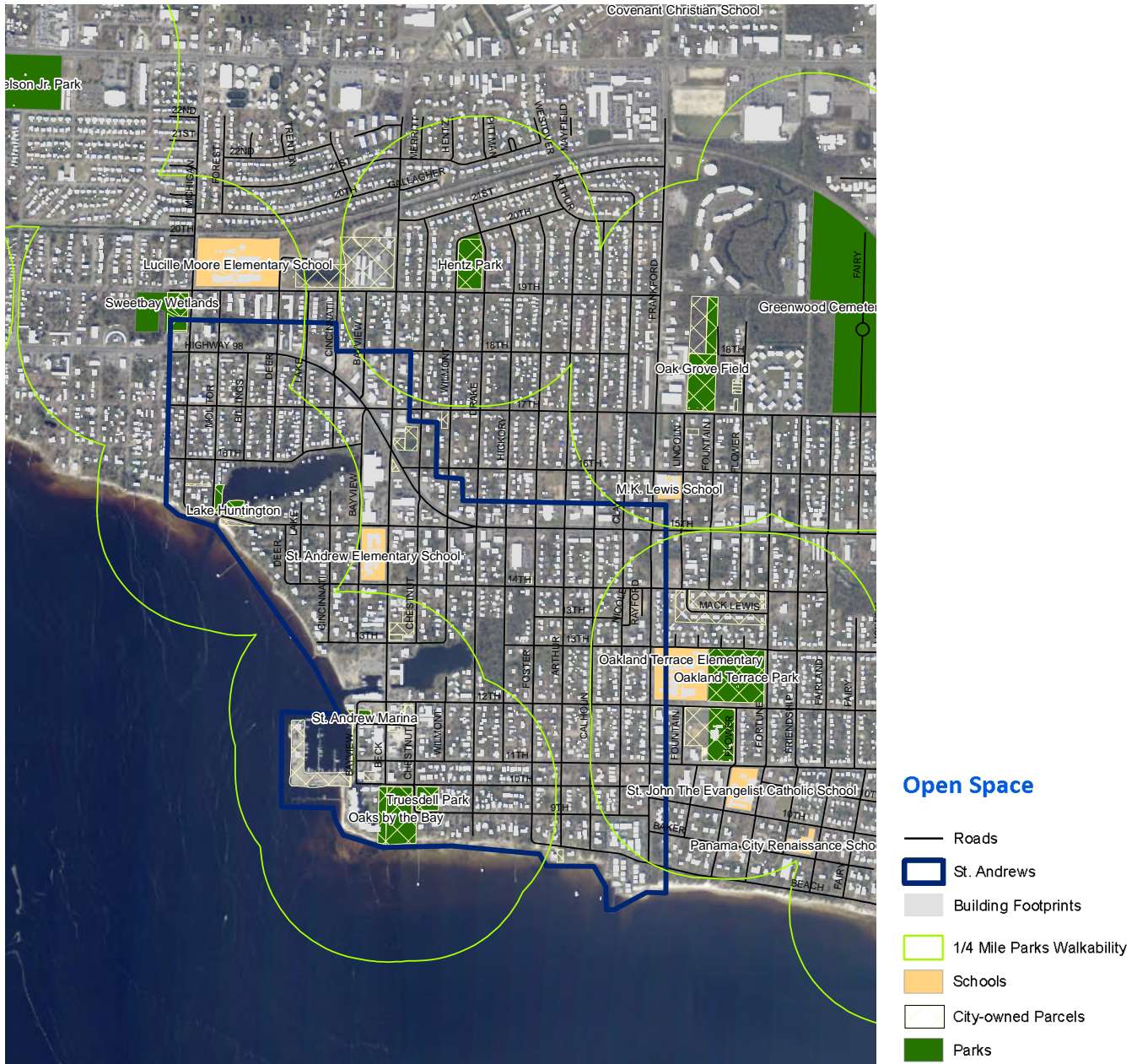


### Tidal Inundation with Sea Level Rise

- High Tide + 2 ft
- High Tide + 4 ft
- High Tide + 6 ft
- High Tide + 8 ft
- High Tide + 10 ft

### Sea Level Rise

Lower-lying areas within St. Andrews will be the most vulnerable to high-tide flooding resulting from sea level rise. Without mitigation, Beck Avenue between 11th Street and 15th Street and between 10th Street and W. Beach Drive will experience frequent high-tide flooding toward the end of the century. Many of the stormwater outfalls in St. Andrews will be frequently inundated during high tide. This may exacerbate drainage issues in St. Andrews, where high tide already causes backups in the drainage system and flooding of low-lying areas during storm events.



## Open Space

The biggest concerns expressed for St Andrews is for more green space, organization, and access for pedestrians along the waterfront, opportunities for recreation, connectivity, and safety. Several public green spaces exist along the Bay with a concentration near 10th Street and Bayview Avenue.

Oaks by the Bay is one of the most loved parks in the area, providing green space, access to the water, event opportunities, and prior to Hurricane Michael, a strong canopy cover.

Truesdell Park incorporates small play equipment and a community center for events.

North of Oaks by the Bay is St. Andrews Marina and Waterfront, providing opportunities for people to walk along the water and enjoy a small gazebo. Most of the areas are dedicated to vehicles.

Lake Huntington Park acts as a major access point to the water, including a small green space and a club house. Stakeholders noted that parking does not meet the current needs.

Although not public, the property to the south of 13th Street occasionally has hosted public events such as a farmer's market.

## Canopy Cover

The St. Andrews canopy cover is patchy with large gaps near commercial properties, along Beck Avenue, 15th Street, Bayview Avenue, 11th and 12th Street. These large gaps make the streets less inviting and will have an increased temperature during summer months. Damage that occurred during Hurricane Michael has decreased the canopy for the entire study area, including historically tree covered areas such as Oaks by the Bay Park. In addition to damage caused by the Hurricane, more frequent flooding and extreme weather continues to affect the existing canopy.

In St. Andrews, a strong forested area appears to be present to the southeast of Lake Ware. This canopy cover follows the natural drainage pattern of the land and lies within and adjacent to existing wetlands.

Right: In Hurricane Michael, virtually all tree canopy was lost in the area in blue



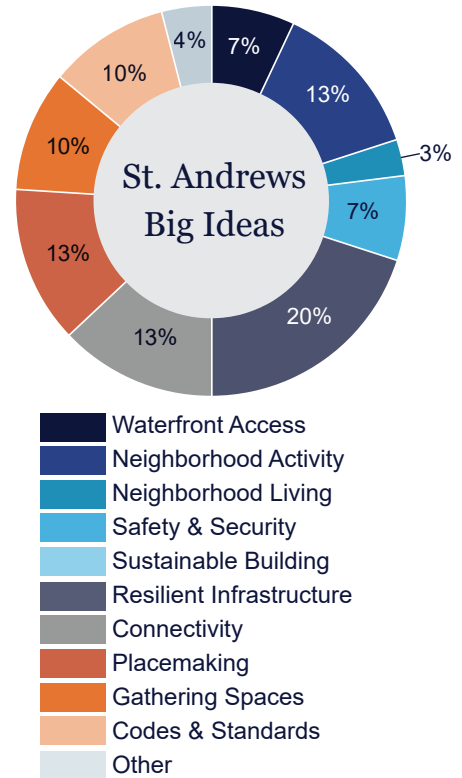


# COMMUNITY IDEAS

The St. Andrews Input Session was held on June 18, 2020 with 98 attendees joining representatives from the City and planning team virtually via Zoom. Participants were asked to discuss common issues faced in the neighborhood and to mark them on a map during a group exercise.

A summary of the most often heard Big Ideas from community participants at the St. Andrews Input Session is below. The Big Ideas were also categorized according to the 10 Cornerstone Ideas developed as part of the Downtown Plan to graphically show top areas of interest (right). In St. Andrews, the ideas were distributed almost evenly among all categories with “Resilient Infrastructure” prioritized among others at 20%.

Following the meeting, the DK&P team created a synthesis diagram to begin compiling ideas discussed and marking locations identified as opportunities. The map paints a big picture of ideas including a new design for Beck Avenue, creating public open space at the marina, and adding a bike connection to downtown.



Above: Community Big Ideas categorized according to the 10 Cornerstone Ideas in the Downtown Plan.

## Summary of the 3 Big Ideas

### GROUP 1:

- » Beck Avenue as a City main street, not a state street
- » Architecture and landscaping guidelines for the whole City
- » Environmental integrity of the Bay and resilience of the infrastructure

### GROUP 2:

- » Parking - code enforcement and supply
- » Infrastructure improvements to help quality of life
- » Marina - as historic iconic feature

### GROUP 3:

- » Beck Avenue - fix safety issues, make it pedestrian oriented
- » Infrastructure - stormwater, marina, community broadband, finish underground utilities
- » Make it easier to open businesses

### GROUP 4:

- » Parking could use improvement
- » Moving Bus. 98. Add bike lanes. Safer intersections
- » Public parks. Skate park, splash pad, amphitheater

### GROUP 5:

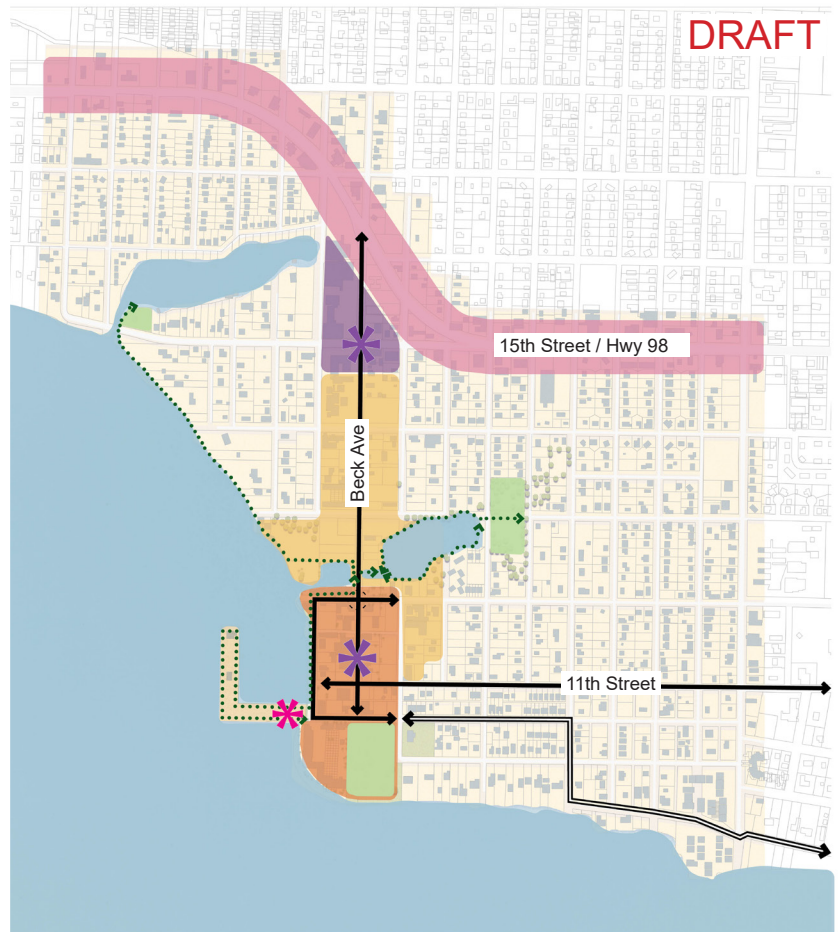
- » Relocate Business 98 off of Beck Ave
- » Walkability on Beck / Bike Connections to Downtown
- » Stormwater management (under parking)

### GROUP 6:

- » Bike path to connect both marinas and on 10th St
- » Re-activate the motel area with mixed-use development and water activities on the lake
- » Grocery store and activation of St. Andrews school area

## Draft Synthesis Map

- Neighborhood Area
- Potential Gateway Area
- Neighborhood Center
- Neighborhood Infill/Opportunity Area
- Corridor Infill/Opportunity Area
- Waterfront
- Parks & Open Space
- Gateway
- Mixed-use Center
- Street Improvement / Pedestrian & Bike Connection
- Bike Connection
- Trail



### GROUP 7:

- » Investing in art and fostering an artsy culture
- » Lake Ware as community asset
- » Coordinated long term plan for infrastructure/future development

### GROUP 8:

- » Beck Avenue - Parking, traffic, lighting, shade
- » Preserve the character of local businesses and housing
- » Activities for kids; parks

### GROUP 9:

- » Infrastructure investment, fix water pollution issues
- » More business opportunities
- » Fix cut through traffic problem, slow down traffic (Beach Dr and 15th St)

### GROUP 10:

- » Invest & expand St. Andrews as a tourist destination
- » Expand housing diversity to greater St. Andrews
- » Upgrade / enhance the marina as the gem of St. Andrews

98  
participants

ST. ANDREWS INPUT SESSION

# NEIGHBORHOOD VISION

## ST. ANDREWS BIG IDEAS

### *Create a Complete Neighborhood*

**Increase Water Access:** activate Lake Ware; marina as iconic space; kayaks; waterfront paths; water taxi

**Incentivize Infill Housing:** affordable and diverse housing types

**Invest in Arts & Culture:** public art; expand tourism; plan for reuse of St. Andrews school

**Provide Desired Amenities:** grocery store; splash pad; community broadband

**Address Parking:** enforcement & supply; include strategy for boat trailers

**Update Standards:** architecture / design standards; streamline business permitting

### *Create Great Streets*

**Redesign Beck Avenue:** Main Street; improve safety; pedestrian-oriented; lighting, parking, shade

**Connect Pedestrian & Bike Networks:** connect to downtown via 10th/11th Street and Beach Dr.; connect Lake Ware to waterfront; remove Business 98 designation on Beck Ave

### *Create Resilient Open Spaces & Infrastructure*

**Upgrade Infrastructure:** improve water quality, underground power, upgrade pipes

**Improve Existing Open Spaces:** including Oaks by the Bay, Truesdell Park and the marina

**Include New Open Spaces & Green Infrastructure:** address flood-prone areas, increase resiliency

The vision for St. Andrews preserves the character of the historic fishing village while adding new mixed-use buildings on vacant and underutilized lots to make the area more complete, walkable, memorable, and vibrant. Sustainability and urban design standards will guide new development to be resilient to future storms, compatible with the character of historic precedents, and contributive to a walkable urban realm. A variety of buildings types can accommodate homes, shops, and businesses. Enhancement to public spaces such as the marina, bay and lake frontages, new and existing parks, and key streets such as Beck Avenue and 11th Street support community activity.

## St. Andrews Illustrative Plan Concepts:

- A** Priority street connections are identified for safety, walkability, and bikability improvements.
- B** Multi-use paths connect the waterfront, yacht basin, and Lake Ware.
- C** New development incorporates resiliency measures, such as raised finished floors and water smart parks.
- D** Historic St. Andrews school building is preserved with a public reuse (potential community center).
- E** A grocery store is rebuilt on this vacant site; improved pedestrian and bike facilities (crosswalks, protected sidewalks and bikeways) increase access for surrounding residents.
- F** New development continues the street-oriented pattern established by the historic village and follows new resiliency standards.
- G** The marina is enhanced to encourage pedestrian use and public gatherings while providing needed boat and vehicle parking.
- H** The street tree canopy is restored; street retrofit projects are a top priority for green infrastructure.
- I** Existing and future City parking lots serve the downtown; the lot at Chestnut Street is reserved for a future garage.
- J** Shuttles can run from remote lots on weekends to make best use of existing parking.
- K** Signage, art and an improved public space mark the entry to St. Andrews.

Note: Illustrative plans and renderings in this chapter are intended to visualize one way for the big ideas to be applied, and are for illustrative purposes only.



**Legend**

- Existing Building
- Civic Building
- Potential New Building
- Existing Open Space
- Potential New Open Space

## Filling in the Historic Downtown:

- A** Walkability is enhanced with widened sidewalks, street trees, improved crosswalks, outdoor dining, and street-oriented buildings appropriate to the historic context, filling gaps between existing buildings.
- B** Development on the former Copa Cabana site is consolidated on the north end of the parcel, improving the connection between Lake Ware and the bay.
- C** New development north of the Lake Ware inlet is elevated over a layer of parking to be resilient to future storms and sea level rise.
- D** A floodable stormwater park accompanies new development, designed as quality public space with access to waterfront views.
- E** A parking garage on the Chestnut Street parking lot provides convenient parking for downtown patrons and is lined with habitable space to shield the view of parking from the street.
- F** After a parking garage is constructed, existing surface parking lots could become infill development sites.
- G** Existing buildings fit among new infill buildings in the downtown.
- H** Villa Gateway Park is realized as a public gathering space offering seating area, plaza space with plantings, and viewing area along the water to watch the sunset.

Right: Potential future conditions in downtown St. Andrews

Below: Existing conditions





For Illustrative Purposes Only

# Complete Neighborhoods

St. Andrews should be a community of complete neighborhoods with places to live, work, shop, and access the waterfront. In the historic downtown neighborhood, an improved marina will include needed boat facilities and infrastructure with improved pedestrian access and an iconic gathering place. Waterfront paths will connect the bay and Lake Ware. Places for public art consistent with the neighborhood “salty” aesthetic should be reserved in streets and public spaces. Investing in placemaking, streets and public spaces, and historic preservation will support tourism.

Mixed-use infill buildings should fill vacant lots to make the area more complete. New buildings should follow the pattern established by existing precedents, with shopfronts and street-oriented buildings defining a pleasant pedestrian environment in the downtown. Updates to the zoning code should support this vision, specifying the placement and massing of buildings, and including building design standards to ensure quality, durability, and agreeable proportions.

Parking is needed to support local businesses and boating activities, but should be located and designed so that it does not detract from the historic village setting. Active building facades, rather than parking lots, should line downtown’s sidewalks. Design concepts for surface lots and structures on City-owned parcels are shown on the illustrative plan; the strategy for parking is further detailed in the *St. Andrews Parking Study*, described later in this chapter.

## Create a Complete Neighborhood:

- » *Increase Water Access*
- » *Incentivize Infill Housing*
- » *Invest in Arts & Culture*
- » *Provide Desired Amenities*
- » *Address Parking*
- » *Update Standards*

## Downtown St. Andrews Concepts:

- A** Under City ownership, Beck Avenue is redesigned to include wider sidewalks, right-sized vehicle lanes, shade trees and green infrastructure, and safe crosswalks. The street may be curbless to better accommodate festivals and gatherings.
- B** Development on this vacant waterfront lot can include open space and a mix of uses including homes, shops and businesses. The waterfront park has trails, places for community gathering, and accommodates water retention. Development is elevated over a concealed parking deck.
- C** An existing City parking lot on Chestnut Street could become a parking garage, providing needed parking to existing businesses and lined with habitable space to shield the view of parking from the street.
- D** A vacant City-owned parcel near 13th Street is improved to provide public parking; a new building conceals views of parking from pedestrians on Beck Avenue.
- E** The City-owned parking lot on Bayview can remain in the near term. If a parking garage is built nearby, this lot could accommodate a new building with waterfront views that provides a better pedestrian frontage.
- F** An improved marina includes boat facilities, boat trailer and vehicle parking as well as improved pedestrian circulation and places for gathering with water views.
- G** Oaks by the Bay improvements include enhanced tree canopy, lighting, and other amenities; plus an improved connection to Truesdell Park, which includes playspace and gathering spaces.
- H** Widening the water connection between Lake Ware and the bay improves water quality; options for a bridge with circulation under Beck Avenue can be explored.
- I** A waterfront pedestrian connection is provided from Beck Avenue to 13th Street along Lake Ware.
- J** New buildings follow the pattern established by existing precedents, with shopfronts and street-oriented buildings defining a pleasant pedestrian environment in the downtown.
- K** New buildings in the flood zone have elevated finished floors to be resilient to storm surge and flooding. Architectural treatments such as screening walls and upstairs balconies reinforce the pedestrian realm.
- L** Many existing buildings remain in the downtown, supported by new residents and activity that accompany revitalization.
- M** Safe bike facilities on 11th Street and Bayview Avenue connect the downtown to surrounding neighborhoods.



**Legend**

- Existing Building
- Potential New Building

## Designing Shopfront Buildings in the Floodplain

Much of the historic St Andrews downtown area is located in a floodplain, making it especially vulnerable during storm events. To increase resilience and reduce the negative impacts of future flood events, existing and proposed buildings should be adapted — either utilizing special construction methods to withstand flooding like dry floodproofing or by raising habitable space above projected flood elevations.

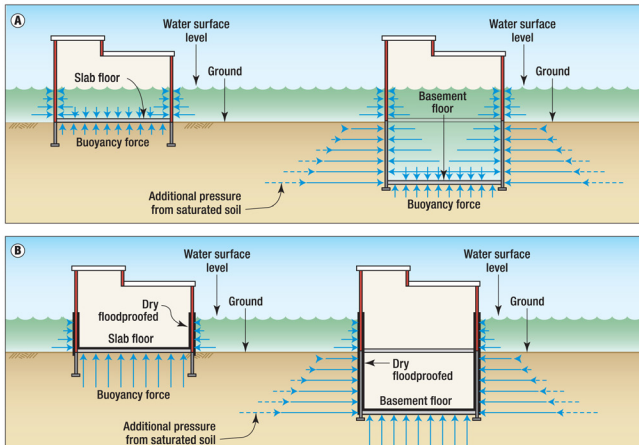
Both of these approaches, outlined further below, offer merits as well as potential challenges in their use. The goal when employing any of these methods is to ensure historic downtown St. Andrews continues to evolve as a vibrant, mixed-use walkable environment.

### Dry Floodproofing

FEMA defines dry floodproofing as construction whereby “the building... be designed so that it is watertight below the Base Flood Elevation (BFE), with walls substantially impermeable to the passage of water, and with structural components that are capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy associated with the design flood event.”

With dry floodproofing, habitable space can be located below the Base Flood Elevation and therefore provides the advantage of maintaining commercial shopfronts at the same elevation as the adjacent sidewalk, facilitating normal visual merchandising techniques.

Disadvantages of dry floodproofing, however, are the often substantial construction costs and the manual intervention required to secure watertight panels over building openings prior to a flood event.



Above: Multiple elevated shopfront buildings linked by an accessible shared front boardwalk.

Below, right: Shopfronts buildings individually elevated.

Below, left: Diagram explaining dry floodproofing, from FEMA's guide to [Floodproofing Non-Residential Buildings](#).





## Elevating Buildings

An alternative to dry floodproofing — buildings can instead be elevated so that habitable space is above the Base Flood Elevation (BFE) plus any additional required freeboard. Buildings can be elevated individually or in groups with shared pedestrian circulation.

Shopfront retail depends upon visibility from patrons passing by. Elevating buildings can present challenges for how buildings relate to the sidewalks and contribute to the traditional public realm, so design approaches should make sure that new buildings improve and do not detract from the historic core:

- Clear sight lines to shopfront windows and signage must be carefully designed and maintained.
- Elevated platforms should be configured to maintain clear at-grade sidewalk passage for pedestrians.

### Elevated Shared Front Boardwalk Elements:

- |   |  |
|---|--|
| <b>A</b> Elevated shared front boardwalk. | <b>F</b> Stairs placed along natural pedestrian paths.   |
| <b>B</b> Elevated shopfronts.             | <b>G</b> Face of elevated shared front boardwalk is screened.  |
| <b>C</b> Outdoor boardwalk dining.        | <b>H</b> Elevated buildings can be placed above a layer of discreetly-screened surface automobile parking. |
| <b>D</b> Accessibility ramp.              |  |
| <b>E</b> Ramp access from front sidewalk. |  |

- Stairs to access elevated platforms should be placed along logical pedestrian circulation paths.
- Accessibility ramps should be convenient and architecturally harmonious.
- The visible sides of elevated platforms should be attractively screened to prevent views of storage or parking below. Techniques may include architectural articulation, landscaping, display cases and murals.

## St. Andrews Marina

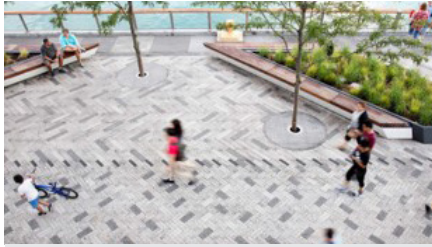
St. Andrews Marina is shared by boaters, tourists, and locals, and is central to the historic fishing village identity of St. Andrews. In 2018, Hurricane Michael took a toll on this major landmark, damaging the boat docks, slips, and structures on the platform. An aerial view of the marina area post-storm is shown below.

Several shared priorities and goals for the marina's future have been identified by the community. In addition to restoring damaged boat facilities, a common goal is to include additional pedestrian circulation and gathering space that can be shared by visitors and locals alike. These spaces could include new programming, such as outdoor seating and gathering spaces that provide moments to view the sunset. Outdoor pavilions and planters with trees could help provide respite from the sun. Green space should be flexible so that a range of activities may make use of the space. At the hinge of

the marina, a focal point provides the opportunity for a defining and celebratory sculpture.

In addition to desired gathering spaces, the need to accommodate vehicles along with boat trailer parking is critical. The core of St. Andrews contains vibrant businesses and restaurants; the functioning marina with charter boats, slip renters, and other visitors produce parking demands as well. Accommodating parking for all is an on-going issue for St. Andrews; the St. Andrews parking study discussed later in this chapter outlines these challenges and potential solutions. The proposed layout on the next page dedicates space for boat trailer and vehicle parking on the southern leg of the marina. The flow of vehicles, layout of parking, and timing of use are key factors in successful implementation.





**A Seating pockets**



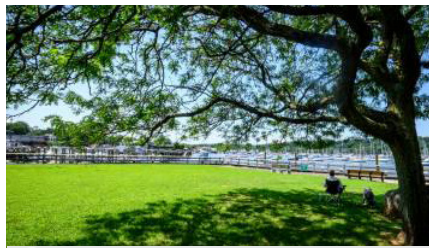
**B Signage & wayfinding**



**C Focal sculpture**



**D Gathering space**



**E Flexible green space**



**F Outdoor seating**



## St. Andrews Gateway

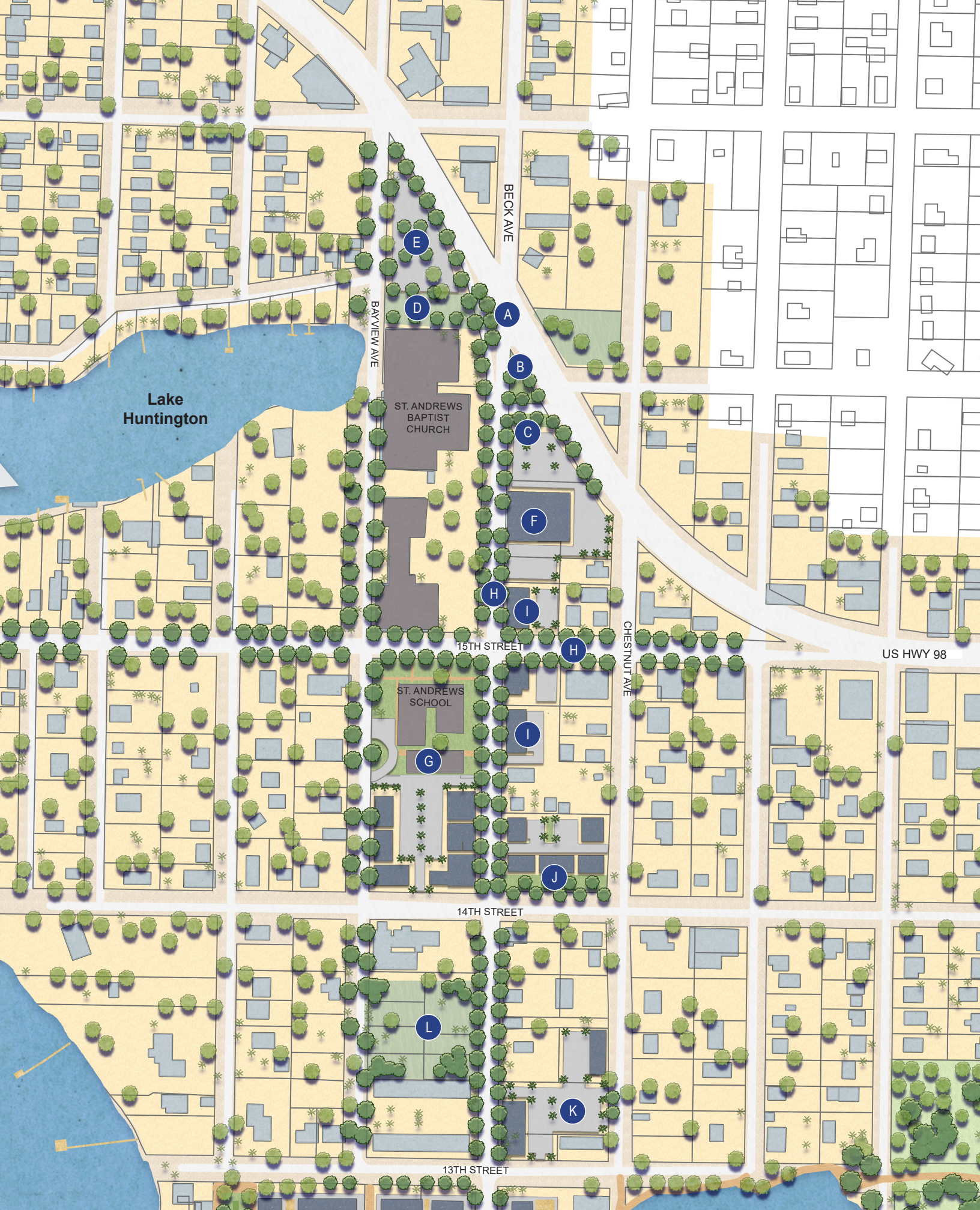
North of the downtown area, the entry to St. Andrews on Beck Avenue should be improved as a gateway area with neighborhood signage, public art, and improved streets and public spaces. Priority streets have been identified for safety, walkability and bikability; as streets are redesigned, they should include street trees and green infrastructure. The intersection of Beck Avenue and Highway 98 should be studied for pedestrian/bicycle safety improvements to connect residents from the north to St. Andrews.

The St. Andrews school should be restored and reused as a community facility; one potential use discussed at the input sessions was a community center with adult education classes. The campus behind the main building has been graded up out of the floodplain; this could become an infill housing site.

A mix of uses, including shops, office and housing, can fill in underutilized frontages along Beck Avenue, creating a walkable center for surrounding residents. A mix of affordable housing types can fill in the neighborhood. Sidewalks should be provided on at least one side of all neighborhood streets to connect residents to neighborhood commercial areas.

### St. Andrews Gateway Plan Concepts:

- A** Improve intersection with safe pedestrian and bicycle crossings. Explore potential for pavement removal and the addition of green infrastructure as part of the intersection redesign.
- B** Signage, art and an improved public space mark the entry to St. Andrews.
- C** The edge of this parking lot could be reserved for food trucks to activate the new park space.
- D** Green infrastructure can be added to this parking lot edge to capture water flowing toward Lake Huntington.
- E** Shuttles can run from remote parking lots near Highway 98 to the historic downtown on weekends to make best use of existing parking resources.
- F** A grocery store is rebuilt on this vacant site; improved pedestrian and bike facilities (crosswalks, protected sidewalks and bikeways) increase access for surrounding residents.
- G** Historic St. Andrews school building is preserved with a public reuse (potential community center); new housing could fill the southern end of the site, which is built up on higher ground.
- H** Priority street connections are identified for safe, walkable, and bike-friendly enhancements. The street tree canopy is restored; street retrofit projects are a top priority for green infrastructure.
- I** A mix of uses – including housing – fill in empty or underutilized lots.
- J** New development should include green infrastructure or water smart parks.
- K** A City-owned lot at the intersection of Beck Avenue and 13th Street is used for public parking. A new mixed-use building should be placed at the street frontage to shield pedestrian views of parking.
- L** In the long term, some low-lying areas could become part of the natural green system.



## St. Andrews Parking Study

Downtown St. Andrews is a desirable and thriving area where many people, including residents, tourists, business workers, and the boating community, all come together. At any given time of day, streets are shared by pedestrians, bicyclists, vehicles, and trucks with boat trailers. Accommodating the needs of these diverse travelers is a challenge with limited availability of space, and it compounds with the potential for new businesses and future growth. The planning team's transportation consultant, Hall Planning & Engineering, was tasked with undertaking a Parking Study in conjunction with the Neighborhood Plans; a brief summary is provided on these pages.

### Community Input

In addition to the Neighborhood Plan events highlighted in Chapter 2, additional activities gathered community input about parking needs in St. Andrews. On July 23, the planning team was invited by Commissioner Nichols to lead a discussion about parking at his recurring Coffee with the Commissioner meeting. The planning team started with an introduction of anticipated components of the study: data collection, evaluation of data, potential solutions, and final report recommendations. Major parking generators were highlighted, which included area restaurants, churches and schools, and boat parking areas. Business owners and interested residents discussed the daily challenges and pressures shared by those that live and work in the area.

In August, the planning team released an online survey to gather key information about people's use of parking. Over 260 people participated in the survey generating a lot of data. Questions were asked with regard to:

- frequency of visits
- activities that occur during visit
- time of day and length of stay
- parking preferences
- frequency of boat launches
- time of day of boat launch and length of stay

The Parking Study has four sections:

#### 1. Policy and Technology Review

- Check other city parking programs for examples and costs

#### 2. Current Conditions in St. Andrews

- Determine base public / private spaces and off-street vs on street parking supply

#### 3. Regulatory Review

- Parking ratios by land use and operational procedures

#### 4. Recommendations & Implementation

- Parking study recommendations

*260+*  
*participants*  
ST. ANDREWS PARKING SURVEY

## Parking Study Recommendations

The Parking Study examines current parking supply and regulations in the St. Andrews neighborhood study area (particularly Downtown St. Andrews), reviews good practices from other cities, and analyzes future parking demand supporting current and future businesses, residents and visitors.

FDOT’s Context Classification system is increasingly being used by the City and others across the state to plan for transportation facilities in coordination with local context. Most of the St. Andrews study area is currently classified as C4 Neighborhood General and C5 Neighborhood Center. This has significant consequences for parking. First, a C4 and C5 classification is meant to be not only walkable but enjoyable for biking, transit usage and driving slowly in motor vehicles, while balancing space in the Right of Way (ROW) between multiple modes of transportation. Second, context-based design emphasizes on-street parking and concealed off-street parking lots. This allows targeted parking planning for more supply. The more people walk and bike the fewer parking spaces are required. Embracing C4 and C5 design standards will alleviate significant demand for parking.

An important finding from the survey responses is the mismatch between the type of parking in greatest demand and the type of parking in greatest supply. **65% of respondents prefer public or on-street parking. Only 28% of St. Andrews parking spaces fit these types.**

The Study documents three cornerstone ideas and six ideas for implementation. To address current and future parking needs, the City is encouraged to take multiple approaches to solve the parking demand. Increasing parking supply is one solution; however, encouraging all transportation options should be included within the City’s parking strategies. A complete and continuous approach to parking will ensure that St. Andrews remains “salty”, as new developments evolve and the neighborhood plan comes to fruition.

## Parking Study CORNERSTONE IDEAS

1: DECREASE DEMAND	2: INCREASE SUPPLY	3: MANAGE OPERATIONS
<ul style="list-style-type: none"><li>• Improve Transit</li><li>• Cultivate Walking and Biking</li><li>• Launch Micromobility</li></ul>	<ul style="list-style-type: none"><li>• Pave 12th &amp; 13th Street Lots</li><li>• Construct 12th Street Garage (as needed)</li></ul>	<ul style="list-style-type: none"><li>• Explore Feasibility of Paid-Parking</li><li>• If it is Feasible, use Flowbird or ParkMobile</li></ul>

## Zoning Considerations

Implementation of the neighborhood vision will propel the future success of St. Andrews as a thriving, mixed-use, walkable neighborhood. A review of current zoning regulations finds that some modifications are needed to align regulatory requirements with the overall neighborhood vision.

Chapter 3 identifies general zoning recommendations that apply to each of the neighborhoods; here is how they apply in St. Andrews:

- **Replace General Commercial Zoning on Neighborhood Corridors**

A challenge for future development in the General Commercial zoning districts, particularly on northern portions of Beck Avenue and on Chestnut Avenue, is the district's prohibition of residential uses. Permitting a mixture of uses in the historic neighborhoods allows market forces to drive redevelopment, reducing the number of vacant properties and increasing activity on neighborhood streets.

- **Revise Building Setbacks, and Add Parking Setbacks**

Many required setbacks are larger than what is measured for existing buildings in St. Andrews and larger than what is illustrated for future buildings in plan renderings. Setbacks should be calibrated in all neighborhood areas to correspond to the traditional neighborhood setting and future vision. Adding a parking setback will ensure that parking does not line sidewalks in neighborhood areas where walkability is a priority.

- **Adjust Parking Ratios**

St. Andrew's historic core has a number of parking generators—restaurants and shops, workplaces, homes, and the marina with charter boats, slip renters and recreational visitors. But, it also benefits by being a traditional park-once environment - where it is possible to do many activities on foot without having to go back to your car. The zoning code stipulates a one-size-fits-all approach to parking. St. Andrews would benefit from an approach that is more suited for a walkable, mixed-use environment. The St. Andrews Parking Study in Appendix B will inform strategies and should guide future decision-making for adjustments to minimum parking requirements and parking management strategies in St. Andrews.

## Existing Zoning & Future Character

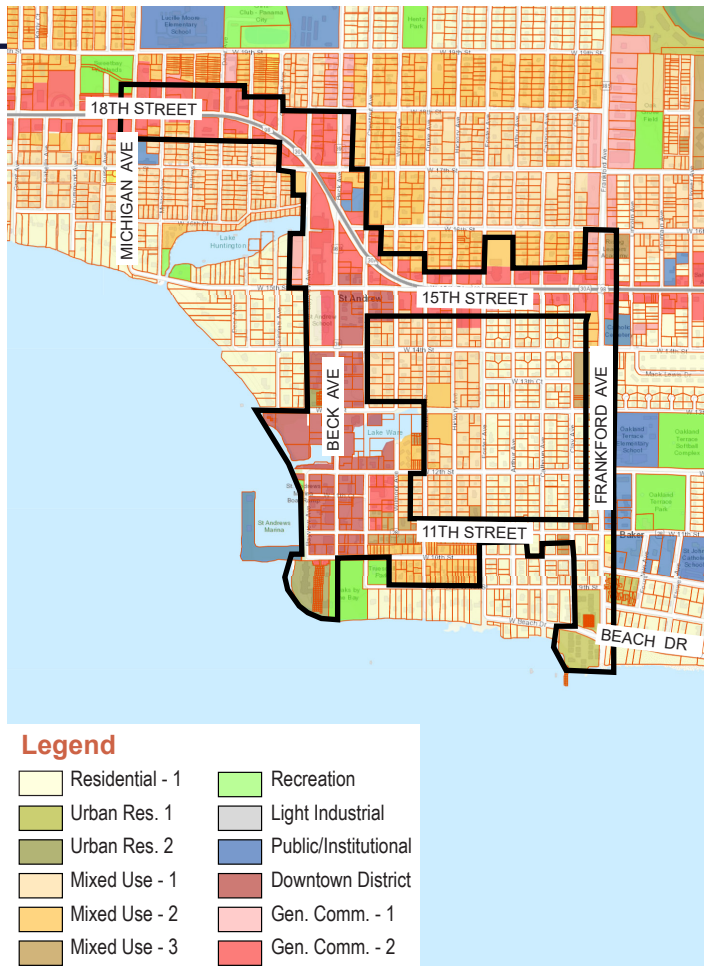
Reviewing the Existing Zoning Map (left) and Future Character Map (right) side-by-side helps to identify areas where the zoning should be updated to accommodate future development according to the neighborhood vision. The chart below summarizes provisions that are a barrier to the visions, as well as potential new standards that can be added to guide future development. Zoning updates could be accomplished by creating new districts crafted for the St. Andrews neighborhood based on the Character Map.

- **Allow and Encourage “Missing Middle” Housing Types**

Forms of “Missing Middle” housing such as duplex, quadplex and cottage courts fit well within a traditional neighborhood setting. However, the current zoning districts include minimum lot widths and sizes, large front yard setbacks, and minimum parking requirements that discourage or prohibit these housing types in the neighborhood's residential districts. Additionally, regulating density and height based on building height and footprint, not units/acre and FAR, eliminates barriers to Missing Middle building types.

- **Add Standards to Support Walkability**

Beyond simply allowing development according to the vision, new standards such as maximum building setbacks and minimum parking setbacks can be crafted to shape new development. The St. Andrews community voiced a desire for building design standards. There are existing design guidelines today, but the community would like the new standards to be included in the zoning code to improve consistency. In St. Andrews, the historic core is located in the 100-year floodplain, vulnerable to storm events and future sea level rise. New buildings will need to be raised above the sidewalk or use construction techniques such as dry flood-proofing to be protected from flooding. Design standards can guide new buildings to fit with the existing context; for example, elevated buildings should have screened parking or otherwise provide visual interest along the ground level to maintain a strong street presence.



Barriers to the Vision (these prohibit development according to the vision, in areas outlined on the zoning map above):		Additional Considerations (new provisions to proactively guide the form of future development):
St. Andrews Downtown District (StAD)	n/a	<ul style="list-style-type: none"><li>• Include both minimum and maximum setbacks to guide placement of buildings</li><li>• Add a parking setback; parking should be to the side or rear, not the front of lots</li><li>• Reduce minimum parking requirements</li><li>• Remove unlimited building heights in General Commercial areas</li><li>• Regulate density, intensity and height based on building height and massing, not units/acre and FAR, to support Missing Middle housing types</li><li>• Add requirement for transitions to single family areas</li><li>• Introduce design standards for elements such as facade transparency, shopfronts, liner buildings, and elevated buildings (for areas in the floodplain)</li></ul>
General Commercial (GC-1 and GC-2)	<ul style="list-style-type: none"><li>• 15' front setback</li><li>• Residential uses not allowed</li></ul>	
Mixed-use (MU-2 and MU-3)	<ul style="list-style-type: none"><li>• 15' to 20' front setback</li><li>• Permits single family dwellings on individual parcels only (does not allow cottage courts)</li></ul>	
Urban Residential (UR-1 and UR-2)		
Residential (R-1 and MU-1*) <small>*MU-1 is now R-1</small>	<ul style="list-style-type: none"><li>• Minimum lot size of 6,000sf</li><li>• Minimum lot frontage width of 60' to 70'</li><li>• 20' front setback</li></ul>	<ul style="list-style-type: none"><li>• Include both minimum and maximum setbacks to guide placement of buildings</li></ul>

# Great Streets

St. Andrews is where local residents, boaters, and visitors come together to walk, bike, drive and access the waterfront. The street life in St. Andrews is dynamic with many activities taking place within the public realm. The various groups within the shared public space provide a unique cultural backdrop, but they raise competing interests in terms of the limited space available for walking, biking, driving, and parking.

Beck Avenue forms the primary commercial spine of St. Andrews. It is the Main Street of this community, the location of parades and community gatherings. It is also designated as US 98 Business, owned by FDOT. US Business 98 passes through central portions of each of the neighborhoods (Glenwood, Millville and St. Andrews). The city has begun conversations with FDOT to transfer this street corridor to City ownership, which would give the City more direct control to implement desired street design changes appropriate for the neighborhood context that it passes through. The vision for Beck Avenue includes improved safety for pedestrians at crossings; pedestrian-scaled lighting, shade, and parking; and making the street more conducive to be the center of pedestrian activity for the neighborhood downtown. South of 12th Street, a curbless street design will allow for festivals and community events to fill the streetspace. North of 12th Street, enhanced sidewalks connect pedestrians to downtown St. Andrews.

Each of the streets in the core of downtown (from 10th to 12th Street and from Bayview to Chestnut Avenue) should be programmed with shade trees and other walkability elements. North of the Lake Ware inlet, Bayview Avenue can be a dedicated bike facility parallel to Beck Avenue.

11th Avenue is a significant east-west street that connects St. Andrews to Glenwood, Millville and Downtown Panama City. Beach Drive runs parallel to the shoreline of St. Andrews Bay and 11th Avenue, connecting St. Andrews to Downtown Panama City. These streets should be programmed by the City and Bay County Transportation Planning Organization (TPO) as Complete Streets with enhanced pedestrian, bike, or multi-use trail features to better connect residents to nearby business districts.

## Create Great Streets :

- » *Redesign Beck Avenue: Main Street; improve safety; pedestrian-oriented; lighting, parking, shade*
- » *Connect Pedestrian & Bike Networks: connect to downtown via 10th/11th Street and Beach Drive; connect Lake Ware to waterfront; remove Bus 98 designation on Beck Ave*

## Context Classifications in St. Andrews

The Florida Department of Transportation (FDOT) has adopted a context classification system to help plan and design streets in greater harmony with the surrounding land use characteristics. The context classification assigned to a street determines the key design criteria, including the design speed, which informs vehicle lane width, street tree placement, on-street parking, and many other elements necessary for pedestrian-friendly street design. FDOT's context classification system incorporates eight context zones, or character areas, ranging from natural (C1) to urban core (C6). The Character Map on the preceding page should inform the designation of streets in the St. Andrews neighborhood. Streets that pass through the Neighborhood Downtown area should have a C5 (Neighborhood Center) classification. Streets that pass through Neighborhood General and Neighborhood Residential areas should have a C4 (Neighborhood General) classification.

C4 and C5 context classifications support street and intersection designs that balance the needs of pedestrians, cyclists, and drivers, and result in a walkable environment, such as the proposed sections illustrated in this chapter.

For more information about context-based street design, see Chapter 3.

## New Pedestrian and Bikeway Infrastructure



### Legend

- Intersection Improvement (crosswalks / safety)
- Proposed Protected Bikeway
- - - Potential Bike Facility
- Proposed Multi-use Trail
- Proposed Pedestrian/ Streetscape Improvement
- - - Additional Pedestrian / Bike Connection



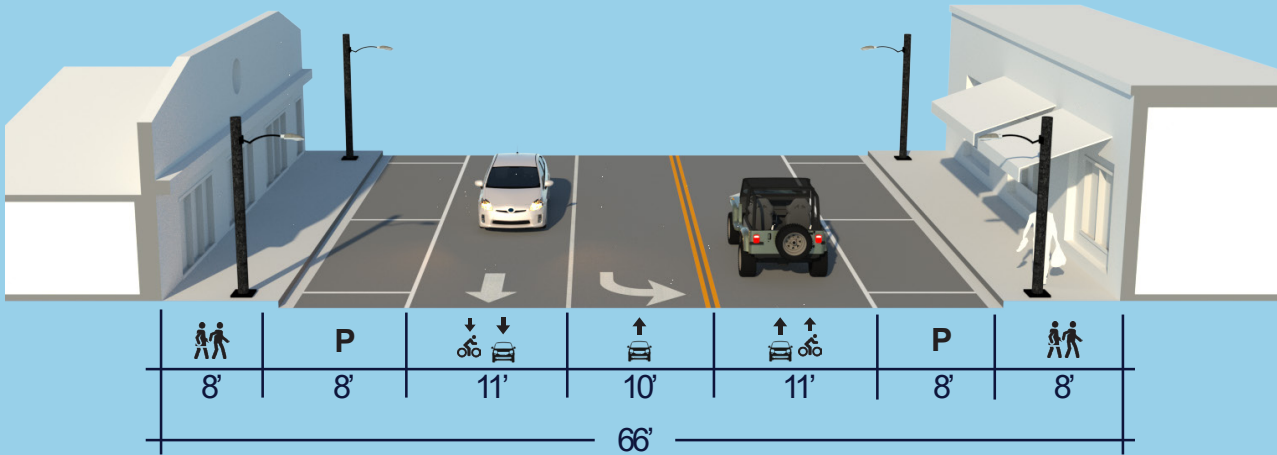
Left: Existing conditions

Below: Sidewalk view of Beck Avenue with wider sidewalks and shade trees, as shown in plans on the previous page.

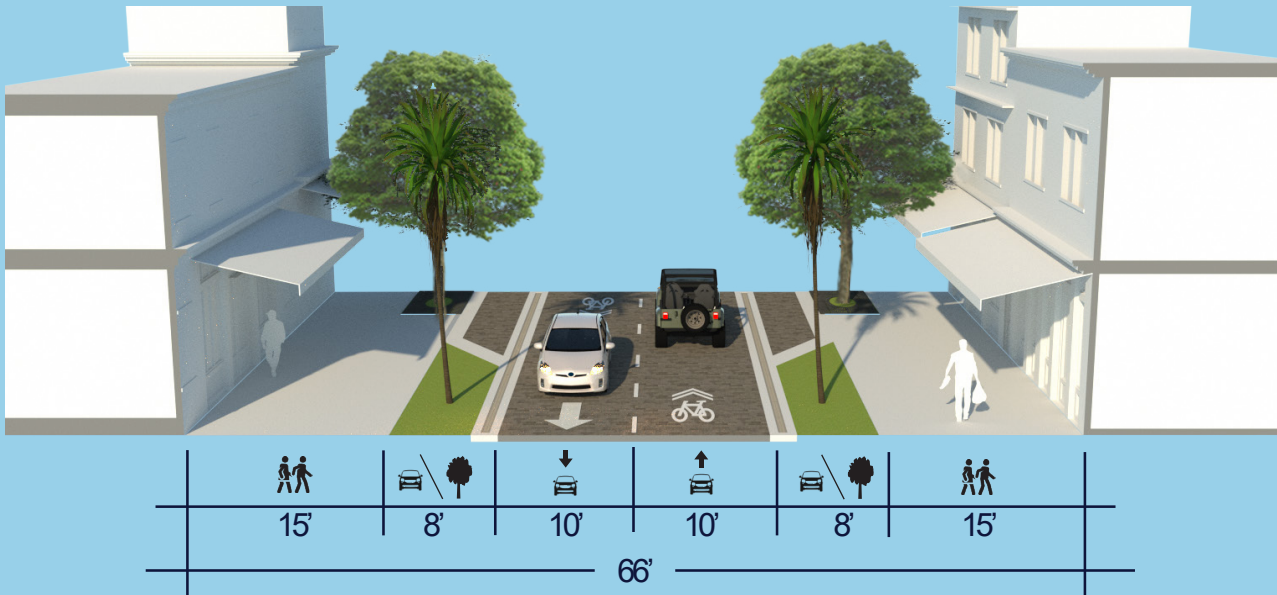


# Beck Avenue





## EXISTING

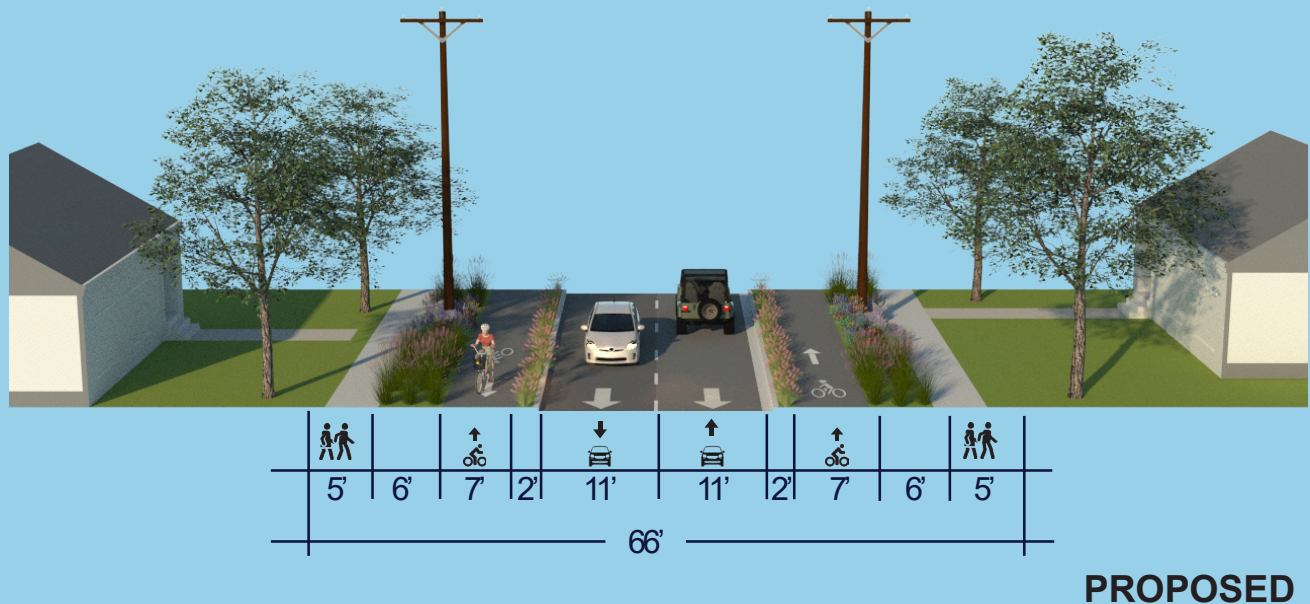
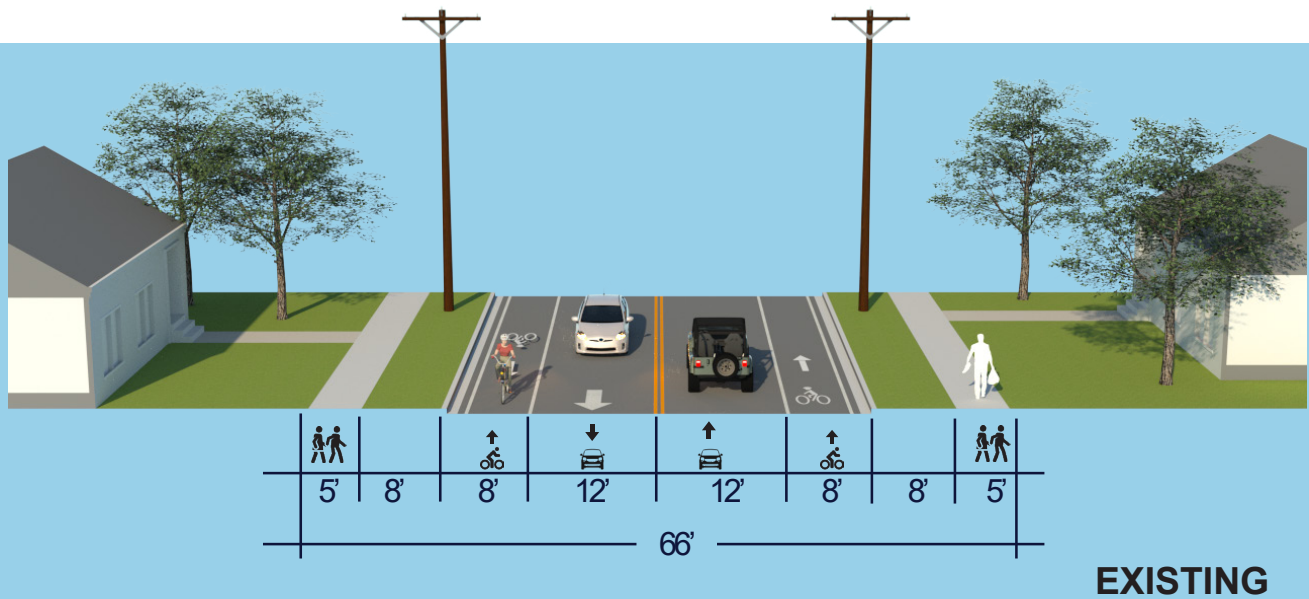


## PROPOSED

### Beck Avenue

**Existing:** Beck Avenue is a high-pedestrian activity street. Existing 8-foot sidewalks directly adjacent to the street and minimal shade along this route suggest improved conditions would benefit both the functionality and public enjoyment of this commercial area. Existing curb to curb measures approx. 50 feet. Right of way is approx. 66 feet.

**Proposed:** The proposed section narrows the roadway width by eliminating left turn lanes and provides a curbless condition. Drive lanes are adjusted to 10 feet wide. An 8-foot wide curb lane is provided for pick up and drop off on each side of the road. This lane is periodically interrupted by tree plantings. The remaining right of way allows for 15 feet of sidewalk on either side of the road. Additional plantings are incorporated into the sidewalk zone.



## 11th Street

**Existing:** 11th Street provides an important opportunity for a continuous east-west bike connection between neighborhoods through Panama City. Existing bike lanes are separated from drive lanes by a single white stripe, limiting use to higher skill-level cyclists. Safety of these bike lanes is compromised by their abrupt merging with drive lanes at intersections that have left turn lanes. Right of way varies from 60 feet to 66 feet. Curb-to-curb width measures 40 feet east of Beck Avenue.

**Proposed:** The proposed section narrows the drive lanes from approximately 12 feet to 11 feet, adds a 2-foot buffer and adjusts the bike lane to 7 feet wide. Importantly, the bike lanes are raised to the sidewalk level, providing greater separation from moving vehicles. Elimination of some left turn lanes will increase walkability by lowering travel speed and allow for better continuity of the bike lane. If power lines are placed underground, there is an opportunity for street trees; if power lines remain (as shown), opportunities for additional front yard trees to provide shade over the sidewalk could be explored.

# Resilient Neighborhoods

Resilient neighborhoods have robust infrastructure to support the community; in each of Panama City's neighborhoods, upgrading infrastructure is a top priority. The City is in the process of assessing drinking water, wastewater, and stormwater infrastructure to prioritize improvements and to plan for ongoing maintenance. The Long Term Recovery Plan calls for hardening of power lines; when street improvements are undertaken, underground power lines should be part of the redesign. As part of the stormwater master plan, the City will evaluate stormwater and flood management needs throughout the city. This plan provides a Green-Blue Framework for each neighborhood to identify improvement projects and priorities.

## Coastal Adaptation Strategy

The goal of the St. Andrews coastal adaptation strategy is to set forth a balanced and deliberate approach to historic preservation and redevelopment, minimizing risks from the effects of storm surge, high tide and sea level rise, and local flooding due to precipitation during storm events. Adaptation to these risks will require a combination of resisting floodwaters (seawalls, dry floodproofing, raising/relocating buildings and infrastructure) and accommodating floodwaters (floodable parks, managed nature restoration and retreat within low-lying areas, wet floodproofing). The "balanced" scenario demonstrates application of a range of approaches within St. Andrews, where limited sections of the coastline require hardening (dark blue) with the remainder softened with living shoreline restoration, existing historic buildings require adaptation (blue), new buildings should be strategically located and raised well above future floodplain elevation (purple gradient), low-lying areas should be returned to nature as floodable nature parks (green). Expansion of hydraulic connectivity between Lake Ware and the bay is proposed to help address infrastructure concerns with the Beck Avenue culvert and increase the water quality and habitat value of Lake Ware.

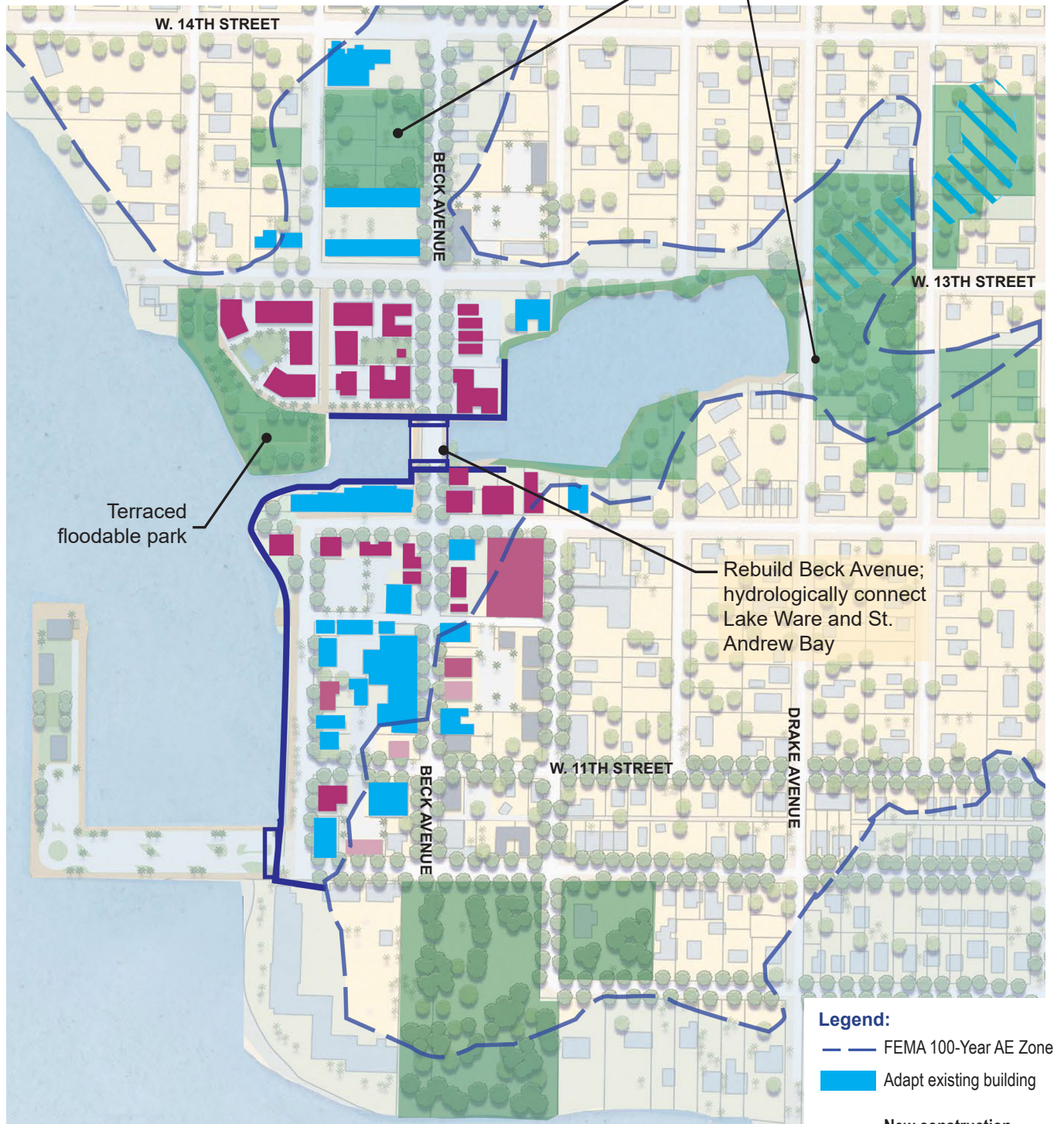
### *Create Resilient Open Spaces & Infrastructure:*

- » *Upgrade Infrastructure: improve water quality, underground power, upgrade pipes*
- » *Improve Existing Open Spaces: including Oaks by the Bay, Truesdell Park and the marina*
- » *Include New Open Spaces & Green Infrastructure: address flood-prone areas, increase resiliency*

Below: 1943 US Geological Survey shows eastward influence of Lake Huntington and Lake Ware



## Historic District Floodplain Strategy



Downtown St. Andrews is one of the more vulnerable locations in Panama City, with low-lying land adjacent to the bay. Sustainable rebuilding and revitalization requires a strategy that balances mitigation measures for new construction such as raised finished floors, adaptation of existing structures, restoration and expansion of natural areas that can slow and retain stormwater, and reinforcing portions of the seawall edge.

## Green-Blue Framework Plan

Historic St. Andrews draws much of its unique charm from its connection to St. Andrew Bay. This connection also poses risk, as much of the waterfront area is low-lying and subject to impacts from coastal storm surge, sea level rise, and localized flooding during storms. The proposed St. Andrews Green-Blue Framework plan balances redevelopment within the historic core with multiple strategies to adapt to nature's challenges – including adapting existing buildings to floodwaters, raising the floor heights of new buildings, improving coastal edges, and reverting some low-lying land to wetlands and floodable parks. The plan is a vision for St. Andrews' future balance of growth with natural restoration and risk adaptation.

### Definitions:

**Floodable Park:** A park space designed for double-duty, providing community use and acting for neighborhood scale stormwater management.

**Historic Bayou Influence Area:** Historic bayou extension, generally altered over time by development yet still discernible by watershed topography, drainage patterns, and wetlands.

**Green Stormwater Infrastructure (GSI):** Simple site design techniques and natural stormwater practices such as trees, rain gardens, and permeable pavement used to filter and infiltrate stormwater as close to where it falls as possible.

## Green-Blue Framework Details:

- A** Develop a comprehensive coastal resiliency plan.
- B** Create a safe bicycle connection to Downtown.
- C** Incorporate shade trees, green stormwater infrastructure, and additional planting into Beck Avenue retrofit.
- D** Redesign marina to balance boat access, pedestrian circulation, gathering/views, maintenance, and parking needs.
- E** Enhance Villa Gateway Park.
- F** Restore natural edge of Lake Ware and adjacent wetlands to help absorb and clean runoff and provide a waterfront pedestrian connection from Beck Avenue to 13th Street.
- G** Improve water access, circulation, pedestrian space, and storage for small crafts and parking adjacent to Lake Huntington.
- H** Improve canopy cover, lighting, and other amenities in Oaks By the Bay Park. Restore waterfront areas.
- I** Improve useable playspace and gathering spaces at Truesdell Park. Create a strong connection with Oaks by the Bay Park.
- J** Incorporate shade trees, green stormwater infrastructure, and additional planting into 15th Street retrofit.
- K** Restore wetlands where possible and make existing stormwater treatment facility more inviting for the public to use adjacent space. Incorporate pavement removal and green infrastructure into intersection and parking lot redesign.
- L** Incorporate shade trees, green stormwater infrastructure, and additional planting into 11th Street, creating a green east-west link for pedestrians and bicyclists.
- M** Create a waterfront park that ties into adjacent development. The park should address wave attenuation, provide space for people and small gatherings, provide a thoughtful terracing solution to proposed residential buildings as well as waterfront promenades at multiple tiers, and improve tree canopy.
- N** Investigate and incentivize green restoration opportunities within the floodplain.
- O** Extend bicycle connections to adjacent neighborhoods and beyond to strengthen network.
- P** Restore wetlands and trails in Sweet Bay Park.



### Legend:

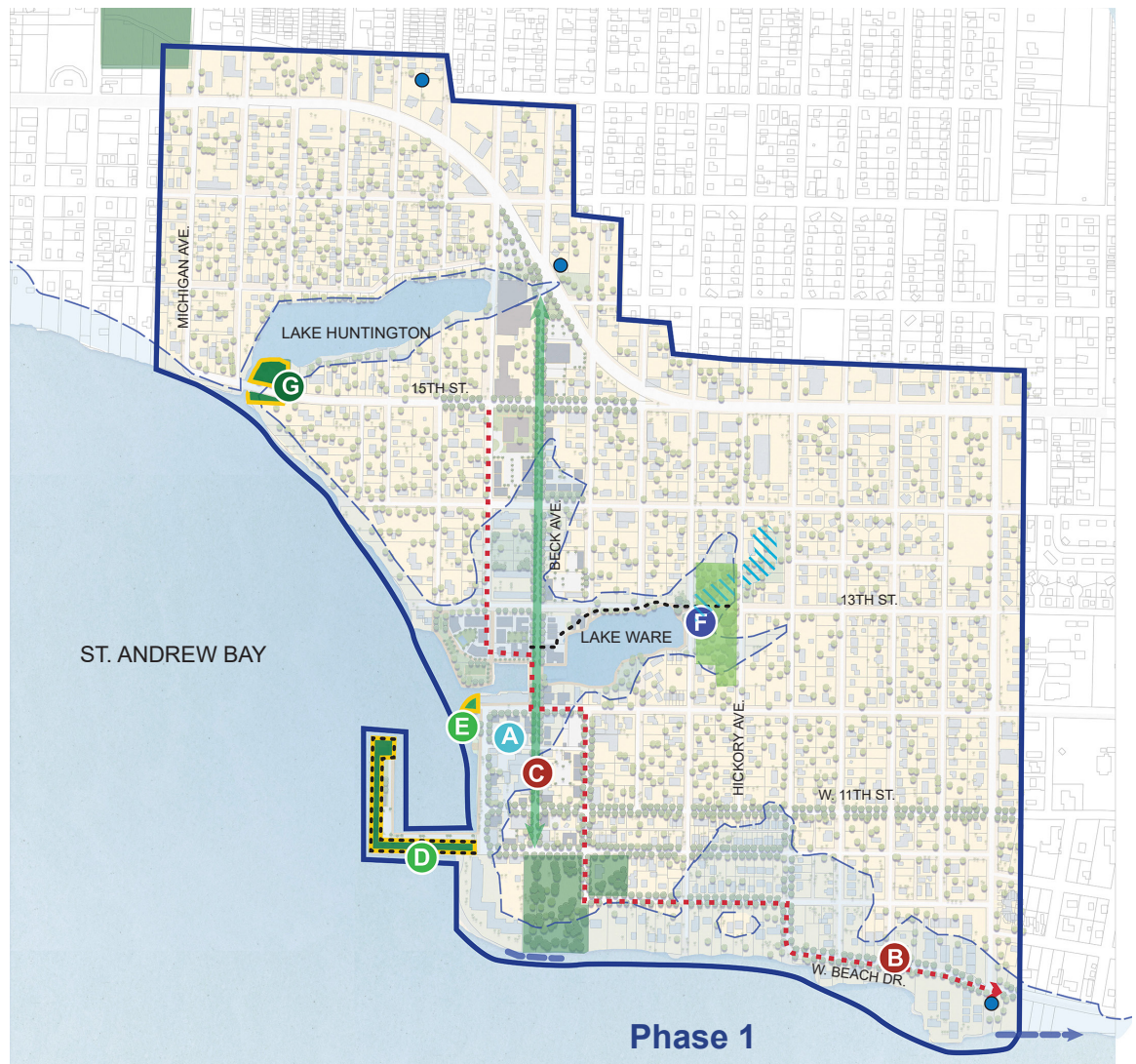
- FEMA 100-Year AE Zone
- /// Restore and Expand Existing Wetlands
- Historic Bayou Channel or Drainage
- Existing Detention Pond
- Redevelopment Focus Areas
- Natural Landscapes
- Maintained Landscapes
- Active Recreation
- Passive Recreation
- Green Street Connection
- Ped / Bike Street Connection (Major)
- Ped / Bike Street Connection (Minor)
- Multi-Use Trail
- Shoreline Restoration

### Key:

- EXISTING PARK, IMPROVED
- NEW PARK
- SCHOOL PARTNERSHIP  
Partner with the schools to open facilities to public during off school hours.
- CONNECTIONS  
Greenstreets, pedestrian and bicycle paths.
- HISTORIC BAYOU / WETLAND EXPANSION  
Restore portions of main drainage pathways that connect to bayous through restoration and expansion of wetlands to act as sponge and clean run off.
- SUSTAINABLE BUILDING ADAPTATION Strategies required for coastal redevelopment.

## Change Over Time

The Green-Blue Framework plan will take a long period of time to fully implement in a series of many steps, and will adjust some as effects of sea level rise become more evident. First steps have been identified, including retrofit of Beck Avenue to include green stormwater infrastructure, and preserving wetland areas adjacent to Lake Ware.



## Legend:

- FEMA 100-Year AE Zone
- /// Restore and Expand Existing Wetlands
- Historic Bayou Channel or Drainage
- Existing Detention Pond
- Redevelopment Focus Areas
- Natural Landscapes
- Maintained Landscapes
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- CONNECTIONS  
Green streets, pedestrian and bicycle paths.
- HISTORIC BAYOU / WETLAND EXPANSION  
Restore portions of main drainage pathways that connect to bayous through restoration and expansion of wetlands to act as a sponge and clean run off.



## St. Andrews Waterfront Park

A floodable park is proposed as part of redevelopment southwest of the intersection of Beck Avenue and 13th Street. Because this property is low-lying, new buildings will require significant raising to elevate habitable spaces above the future floodplain elevation. The waterfront park should help to terrace the grade to the proposed building, providing a more natural buffer to tide and storm surge and allowing for public waterfront access connecting from Beck Avenue past the boat basin and to 13th Street at multiple elevations.

A large portion of the park will focus on shoreline restoration and resilient landscape with strategically placed views, gathering pockets, and pathways for people. To tie the resilient park in with community needs, areas closer to the buildings and/or Beck Avenue can be converted into space for a farmer's market or other community gatherings.



Aerial view of waterfront park site.

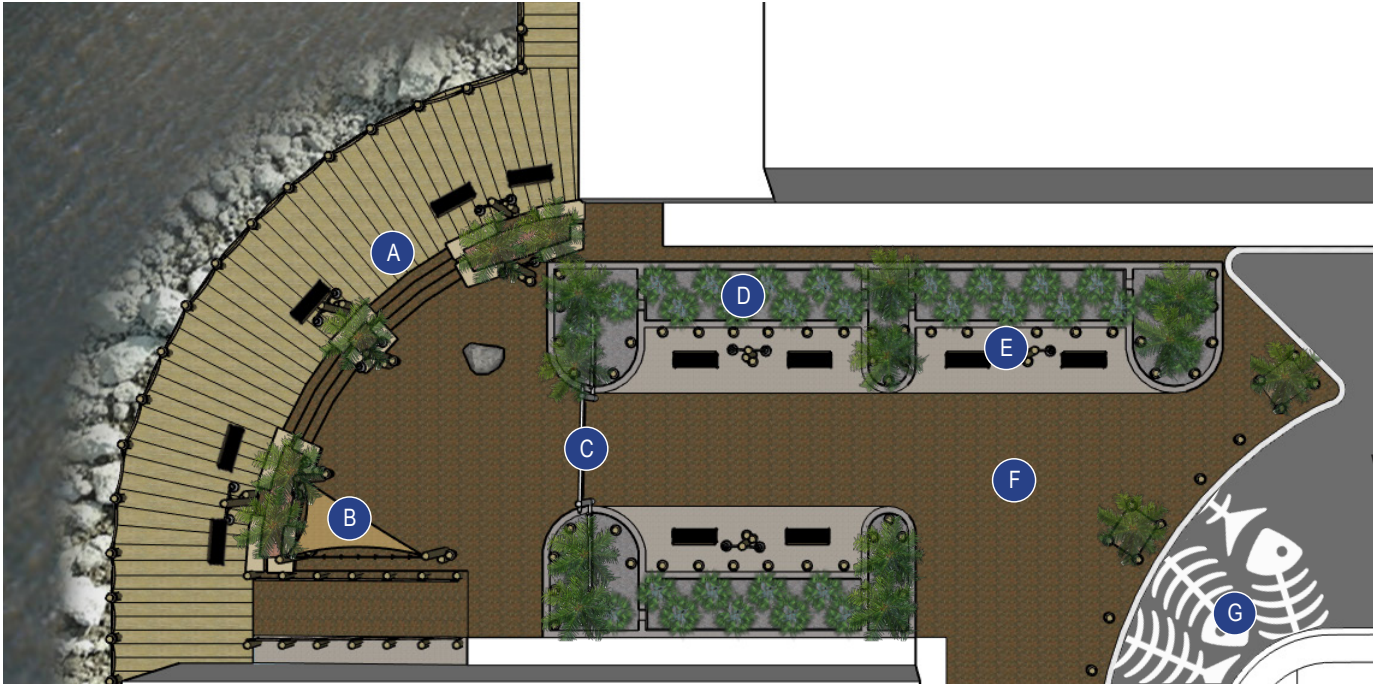
### Waterfront Park Concepts:

- A** Bank slopes up toward buildings
- B** Restored, stabilized edge
- C** Boardwalk
- D** Thickly planted vegetation for bank stability
- E** Green space for small gatherings & farmers market
- F** Wide pedestrian promenade, used for farmers market
- G** Promenade slopes down to meet Marina, combination of screening used to hide parking under buildings.



Note: All elevations are approximate.

## Villa Gateway Park



### Villa Gateway Park Concepts:

- A Marina Boardwalk / Seating Area
- B Programmable Space
- C Restored Villa Gateway
- D Bioswale w/ Native Plantings
- E Seating Area and Nautical Furnishings
- F Expanded Plaza Area w/ Brick Pavers
- G Crosswalk Art
- H Sunset as View Terminus

Villa Gateway Park, located at the end of 12th Street on Bayview Avenue, is an opportunity to capture underutilized space as a formal park space with seating and views of the sunset. (Design concept by City of Panama City Community Design Studio.)

## Open Space & Public Realm

The St. Andrews neighborhood open space network goals are to maintain and improve existing spaces, minimize impacts from flooding and coastal hazards, and increase connectivity between open spaces and to St. Andrew Bay. Many of the open spaces in St. Andrews have been described as loved and regularly used, but in need of some upgrades and improvements. St. Andrews has taken advantage of its waterfront by creating several access points and establishing a public realm along the water through parks and streetscapes. The improved and proposed open spaces enhance this unique connection by expanding public waterfront areas, defining pedestrian space, enhancing the natural habitat, and establishing routes that make it easy for residents to access the waterfront. The Marina, along Bayview Avenue, and Lake Huntington Launch create opportunities for connection to the bay with improved access points, walking paths, and gathering spaces. The Waterfront Park proposed south of W 13th Street provides a natural coastal buffer and wave attenuation during large storms as well as area for a farmers market, restored bay shoreline and pockets of open space for community gathering. Over time, conversion of vulnerable low-lying areas to usable, floodable open space is recommended as a strategy to handle the impacts of sea level rise.

Besides connecting to the water, a priority for St. Andrews is the creation of a safe bicycle and pedestrian network throughout the entire neighborhood. A separated connection to Downtown, that all residents feel comfortable on, is crucial for the establishment of this network and the promotion of the walkable, bikeable community. The combination of the open space downtown and this network creates a neighborhood that is inviting for everyone.



Above: Existing Marina entry

Middle: Lake Ware from Beck Avenue

Below: Existing concrete culvert connecting Lake Ware and St. Andrew Bay, under Beck Avenue

# St. Andrews

## IMPLEMENTATION ACTIONS

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Complete Neighborhoods				
119	Adopt City policy to seek easements for public access to the waterfront in the approval process for future developments	X		
87	Improve canopy cover, lighting, and other amenities in Oaks by the Bay Park. Restore waterfront areas	X		
94	Enhance 12th Street and Bayview Avenue park to create Villa Gateway Park	X		
144	Incorporate public art that reflects St. Andrews' heritage	X	X	
95	Redesign St. Andrews Marina	X	X	
43	Study future options for boat launching / trailer parking in St. Andrews. Include boat trailer parking at Marina	X	X	
111	Plan for reuse of St. Andrews School; potential uses include community center / adult education	X	X	
145	Incentivize reuse of historic structures, including St. Andrews School	X	X	
33	Consider water taxi service between St Andrews, Panama City Beach, Shell Island, and Downtown		X	
96	Improve water access, circulation, pedestrian space, and storage for small craft and parking adjacent to Lake Huntington		X	
30	Create waterfront multi-use path between Yacht Basin and Lake Huntington		X	
31	Create a waterfront multi-use path on the north shore of Lake Ware, connecting Beck Avenue to Drake Avenue and potentially further as part of green restoration projects		X	
42	Rebuild St. Andrews Marina. Reconfigure and enhance the Marina, balancing boat access, pedestrian, circulation, gathering / views, maintenance and parking needs		X	
86	Improve usable play space and gathering spaces at Truesdell Park with playground and splash pad. Create a strong connection with Oaks by the Bay Park		X	
107	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X	
34	Implement recommendations of the St. Andrews parking study (includes next 3 lines):	X	X	X
35	Pursue shuttles to remote lots and / or valet parking	X	X	
36	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X	
37	Construct Chestnut parking garage and mobility hub on City-owned property			X
Great Streets				
15	Transfer jurisdiction for Beck Avenue from FDOT to the City. Redesign Beck Avenue to include wider sidewalks, enhanced tree canopy and lighting, safe crosswalks and green infrastructure / soil cells	X	X	
16	Enhance the pedestrian realm by maximizing sidewalks and replanting trees in downtown St. Andrews (from 10th to 12th Street, and from Bayview to Chestnut Avenue)		X	X
32	Incorporate shade trees, green stormwater infrastructure, and additional planting into 13th Street, creating a green east-west link for pedestrians and bicyclists			X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Resilient Infrastructure				
47	Create a comprehensive coastal resiliency plan including design guidelines and regulatory audit	X	X	
48	Construct green stormwater infrastructure as a part of Beck Avenue retrofit from 10th Street to Highway 98	X	X	
72	Restore wetlands and trails in Sweet Bay Park	X	X	
98	As coastal flooding becomes more frequent, identify opportunities for floodable parks and gathering spaces along Beck Avenue within the floodplain	X	X	X
117	Draft design standards to provide guidance for future buildings to conform with floodplain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability		X	
118	Investigate and incentivize green restoration opportunities within the floodplain		X	
71	Restore wetlands where possible and make existing stormwater treatment facility at Highway 98 and Beck Avenue more inviting for the public to use adjacent space. Incorporate pavement removal and green infrastructure into intersection redesign.		X	
97	Create a waterfront park south of 13th Street and Cincinnati Avenue connected to adjacent redevelopment to address coastal resiliency, wave attenuation and sea level rise, provide gathering space and waterfront promenades, and improve the tree canopy		X	X
68	Restore natural edge of Lake Ware and adjacent wetlands to help absorb and clean runoff and provide a waterfront pedestrian connection from Beck Avenue to 13th Street.		X	X
69	Improve hydraulic connection between Lake Ware and the Yacht Basin, under Beck Avenue, to mitigate flooding and improve water quality		X	X
70	Restore and protect wetlands east of Lake Ware as shown in Green-Blue Framework plan		X	X
73	Identify appropriate locations and create segments of living shoreline, combining sea grass restoration, oyster reef, bank stabilization, and other nature-based practices to absorb wave energy and stabilize shorelines.		X	X
Note: See Implementation Action Plan (Chapter 7) for a full summary of actions, including those that apply to all neighborhoods, as well as identification of responsible parties and funding sources.				