

CITY OF ST. AUGUSTINE

MEMORANDUM

TO: David Birchim, AICP
City Manager

DATE: August 21, 2023

RE: **City Commission Special Workshop - City of St. Augustine Responsible Alcohol Beverage Service Regulations**

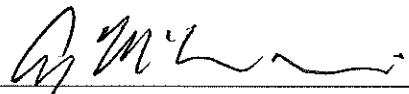
As you are aware the City Commission reviewed Ordinance 2021-18 for Introduction and First Reading at their regularly scheduled meeting of July 24, 2023. Ordinance 2021-18 is commonly known as the “nightlife” ordinance.

The ordinance did not pass on first reading. The City Commission requested that a workshop be held to further discuss the need, potential impacts of the Ordinance, and garner additional input before making any subsequent decisions whether to move forward with the Ordinance, make changes to the proposed ordinance or not.

This memorandum outlines some background related to the development of the Ordinance, additional city data, and more details related to the proposed ordinance (what it does and doesn’t do and how it addresses specific issues).

This additional information is attached for discussion purposes. The proposed ordinance is also attached for your review and recommendation on how to proceed.

If you have any questions or require additional information, please let me know.



Amy McClure Skinner, AICP
Director
Planning and Building Department

Proposed Ordinance Regarding Areas of Concern

• Sound

1. Alcohol establishments shall ensure that amplified entertainers are encapsulated within the walls of the establishment with all windows and doors closed or directed towards OSHA-certified sound barrier devices.
2. If this is not feasible amplified sound in the exterior/open air is not permitted after 10:00 pm Sunday through Thursday and 12:00 am Friday and Saturday.
3. All Alcohol establishments shall otherwise comply with noise control ordinances as published in Chapter 11, Article IV of the land development code.

• Security

1. Any PZB use by exception conditions shall apply.
2. No alcohol sales allowed during a mandatory evacuation.
3. Alcohol establishments must adhere to any implemented curfew hours.
4. Alcohol establishments must provide security appropriate for each night's events. Security coverage can be human or security cameras.

• Training

1. Alcohol establishments must establish last call procedures.
2. Staff are prohibited from drinking or "shift drinking" while on duty.
3. At least one (1) staff member must complete a "Responsible Beverage Service Training Program" within the previous 12 months.

• Infrastructure fatigue

1. The volume of tourists, including local tourism creates a strain on livability.
2. Traffic, mobility and impacts on infrastructure, such as water and sewer, solid waste, maintenance, historic resources, and neighborhoods are impacted by the volume of tourists including local tourism.

Conclusions

- The impact of tourism, including local tourism, is felt by all of the taxpayers of the city. This includes all stakeholders' residents, businesses, and workers.
- There are tangible and intangible costs.
- The city Vision and 2040 Comprehensive Plan includes maintaining a livable city and maintaining a balance between quality of life, local commercial needs, maintaining a diverse economy and the life of neighborhoods (many historic) in an urban environment.
- The city's population projections are trending higher than expected right now and this may set up a potential for more conflict between residential and commercial uses in the future.
- Three (3) out of the four (4) areas of concern addressed by the proposed Nightlife Ordinance (sound, security, and infrastructure fatigue) are broad, citywide areas of concern that attempt to address the pressures on the historic city.
- The role of regulation is to attempt to balance needs and impacts and establish a level of fairness across the city, and to mitigate the impacts of doing business across the jurisdiction.

What this Ordinance does not do:

- Business establishments are not prevented from remaining open past 12:00 am.
- The city is not the only jurisdiction dealing with this issue, and the requirements for a “permit” are not overly onerous.

What this Ordinance does do:

- Business establishments are required to obtain a “permit” to sell alcohol after 12:00 am to 2:00 am.
- The “permit” to sell alcohol after 12:00 am does have certain conditions that businesses are required to meet, and will need to be renewed annually.
- In addition to the cities of Fort Lauderdale, Orlando, Melbourne, and Jacksonville Beach, 12 other jurisdictions in Florida have either passed or are considering similar ordinances.
- This ordinance is an attempt to balance interests among the different stakeholders within the city (residents, businesses, and workers alike).
- The ordinance requirements include general industry standards.
- The ordinance establishes a notice of violations, hearings, and penalty procedures regarding the afterhours permit, including potentially holding the business establishment responsible for negative behavior or impacts outside of their establishment.

Recommendations to Consider

- Change sound regulations to only refer to the existing City Noise ordinance within Chapter 11, Article IV of the Land Development Code.
- Clarify language so that it is clear that businesses can stay open and operate after 12:00 am, but not sell alcohol if they do not want to participate in the afterhours permit program.
- Revise and clarify language so that businesses are not responsible for behavior outside of their establishment.
- Relook at the enforcement sections of the proposed ordinance to ensure that they are not overly punitive and/or clarify standard Code Enforcement procedures.
- Recommend a waiver to these requirements three (3) times per year, for certain holidays, such as New Year's Eve, St. Patrick's Day, and 4th of July.

Additionally, the Fire Department has submitted a request for the Ordinance to address annual inspection requirements, and crowd manager training.

Background

The city extended the allowable hours for alcohol sales from 1:00 am to 2:00 am within the city limits when the City of Jacksonville hosted the Superbowl in 2005. By statute the city has the right to regulate alcohol sales after 12:00 am within the city limits. The extra hour of alcohol sales was never “rolled back” to 1:00 am after 2005. Meanwhile, the city and county have evolved since 2005. By 2020 there had also been several incidents of violence in and around the city that were of concern and brought to question whether the consumption of alcohol late at night contributed or could contribute to these types of issues, and the quality of life for all of those working and living in the city.

This ordinance was originally developed in 2021 to establish regulations and procedures to require business establishments that are serving alcohol to participate in certain programs, meet certain requirements and obtain a “permit” to sell alcohol after 12:00 am. After many community meetings and several City Commission discussion presentations an initial first reading of this ordinance was held on August 9, 2021.

It was determined that it was in the city’s interest to maintain and preserve a safe, healthy, vibrant, and balanced atmosphere within the city especially between the hours of 12:00 am and 2:00 am. This is in an interest to balance residential uses and neighborhoods and other safety concerns in the city. The city determined that there had been a noticeable increase in costs to services such as police response and maintaining sanitary conditions because of the sale and consumption of alcoholic beverages by individuals who consume to the point of intoxication, particularly after 12:00 am.

The city engaged a firm, Responsible Hospitality Institute (RHI), to look at the situation and conditions especially in the downtown area, and develop recommendations based on community engagement. RHI completed an extensive outreach and stakeholder program. The report based on the findings and recommendations was completed in June of 2022. The *Sociable City Assessment* Summary and full reports dated June 1, 2022, are also attached.

After further consideration the city revised the original proposed ordinance, eliminating some regulations that seemed beyond the city’s objectives or purview, and to focus more on setting protocols for alcoholic beverage establishments and the establishment of a required “extended hours of operation permit” for those alcoholic beverage establishments choosing to operate and sell alcoholic beverages for consumption on the premises between the hours of 12:00 am and 2:00 am.

Since the original first reading was held in August of 2021 staff recommended holding another First Reading which was held on July 24th this year.

**Ordinance 2021-18 City of St. Augustine “Nightlife” Ordinance – As
Proposed**

ORDINANCE NO. 2021-18

AN ORDINANCE OF THE CITY OF ST. AUGUSTINE, FLORIDA, AMENDING CHAPTER 4 OF THE CODE OF THE CITY OF ST. AUGUSTINE; AMENDING SECTION 4-1 PROVIDING DEFINITIONS; AMENDING SECTION 4-3 PROVIDING FOR RESTRICTED HOURS OF SALE AND OPERATION; PROVIDING FOR EXTENDED HOURS OF OPERATION PERMITS; ESTABLISHING PERMIT REQUIREMENTS; ESTABLISHING VIOLATIONS; PROVIDING FOR HEARINGS; PROVIDING FOR REPEAL OF CONFLICTING ORDINANCES; PROVIDING FOR SEVERANCE OF INVALID PROVISIONS; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, § 166.041, Florida Statutes, provides for procedures for the adoption of ordinances and resolutions by municipalities; and

WHEREAS, the City has received a number of complaints concerning certain alcohol beverage establishments operating after midnight and the impact that they have on the public health and safety of city residents; and

WHEREAS, the City of St. Augustine adopted a Strategic Plan Initiative, September 2020, to initiate planning to preserve a safe, healthy, vibrant, and balanced historic downtown character; and

WHEREAS, the City of St. Augustine benchmarked comparable municipalities policies, procedures and sought the input of the Responsible Hospitality Institute on the proper oversight required to maintain a livable, vibrant, and sociable city; and

WHEREAS, the City of St. Augustine has engaged in multiple meetings with affected stakeholders and residents of the city; and

WHEREAS, the City of St. Augustine has experienced increased law enforcement costs as a result of the sale and consumption of alcoholic beverages by individuals who consume to the point of intoxication, and particularly after 12:00 a.m.; and

WHEREAS, the City's law enforcement personnel must respond to a greater number of calls for service directly resulting from the need to keep the peace after 12:00 a.m.; and

WHEREAS, Chapter 562.14 of Florida Statutes authorizes a municipality to regulate the hours of operation, ; and

WHEREAS, the City of St. Augustine has experienced increased trash, public littering, and inebriated public bodily functions from late night bar patrons, increasing the burden on public works and its ability to maintain the cleanliness of public streets, sidewalks, and rights-of-way; and

WHEREAS, the City Commission for the City of St. Augustine finds it is in the best interest of the residents, visitors, and business community of the City to encourage responsible alcohol beverage establishments by providing for regulation of alcohol beverage establishments after 12:00 a.m.; and

WHEREAS, the City Commission for the City of St. Augustine finds that an Extended Hours of Operation Permit and regulations related thereto are the exercise of its police power and legislative function to regulate the hours of operations for alcohol beverage establishments; and

WHEREAS, the City Commission for the City of St. Augustine finds that it is in the best interest of public health, safety, and general welfare that the following amendments be adopted consistent with the requirements of Section 166.021(4), Florida Statutes;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION FOR THE CITY OF ST. AUGUSTINE, FLORIDA, AS FOLLOWS:

Section 1. Amendment to Chapter 4, Section 4-1. Chapter 4, Section 4-1 of the Code of the City of St. Augustine is hereby amended, as follows:

Sec. 4-1. - Definitions.

- (1) Alcoholic Beverage for purposes of this section shall mean distilled spirits and all beverages containing one-half of one percent or more alcohol by volume or as provided in F.S. § 561.01, as amended. For the purposes of this chapter, the definition of Alcoholic Beverage includes beer, wine, or liquor.
- (2) Alcoholic Beverage Establishment shall mean any place of business, and its owners, located in the city which allows for Alcoholic Beverages to be sold for consumption on the premises.
- (3) Curfew shall mean a regulation requiring people to generally remain indoors between specified hours, typically at night. Curfews may be issued during public health or weather emergencies, crises, or civil unrest by a competent authority.

- (4) Establishment shall have the same meaning as Alcoholic Beverage Establishment.
- (5) Extended Hours of Operation Permit shall mean a permit issued by the City of St. Augustine that allows an Alcoholic Beverage Establishment to operate and sell Alcoholic Beverages for purposes of consumption on the premises between the hours of 12:00 a.m. and 2:00 a.m.
- (6) Last Call shall mean the time when customers in an Alcoholic Beverage Establishment are told that they may order only one more Alcoholic Beverage before the Establishment closes.
- (7) Mandatory Evacuation shall mean a situation where emergency management officials put maximum emphasis on encouraging evacuation and limiting ingress to potentially affected areas.
- (8) Mandatory Evacuation Zone shall mean an area that may be inundated by an abnormal rise of water pushed onto shore by a hurricane or storm event or other natural or manmade disaster.
- (9) Restaurant shall mean any building, vehicle, place, or structure, or any room or division in a building, vehicle, place, or structure where food is prepared, served, or sold for immediate consumption on or in the vicinity of the premises; called for or taken out by customers; or prepared before being delivered to another location for consumption as defined in F.S. § 509.013(5)(a), as amended. For the purposes of this chapter, the definition of a restaurant shall include any business with a special food service establishment license issued by the Division of Alcohol and Tobacco of the Florida Department of Business and Professional Regulation.
- (10) Sale and Sell shall mean and include not only selling but also consuming, serving, and/or permitting to be served or consumed, any alcoholic beverages.
- (11) Special Magistrate shall mean a person designated as the Special Magistrate by the City Commission under the authority of section 2-340 of this Code. In the event that a Special Magistrate is unavailable or has a conflict in a particular case, the city may elect to prosecute a violation utilizing all available legal avenues.
- (12) Transfer of Ownership shall mean a transfer of a license, change of officers or directors, or transfer of interest as defined and regulated under the provisions F.S. § 561.32, as amended.

Section 2. Amendment to Chapter 4, Section 4-3. Chapter 4, Section 4-3 of the Code of the City of St. Augustine is hereby amended, as follows:

Sec. 4-3 – Hours of sale.

- (a) Applicability. The provisions of this section shall apply to any place of business holding a license allowing for consumption on premises of Alcoholic Beverages under the Division of Alcoholic Beverages and Tobacco of the Florida Department of Business and Professional Regulation within the corporate limits of the city.

(b) Restricted hours of sale and operation. Except as provided in section 4-3(c), no Alcoholic Beverage Establishment licensed under the state alcoholic beverage laws to sell Alcoholic Beverages, shall Sell or offer for Sale, or serve or offer to serve, any Alcoholic Beverages of any kind, regardless of alcoholic content, or be open for operation, on any day of the week between the hours of 12:00 a.m. and 7:00 a.m.

- (1) Last Call procedures: All Establishments that sell or serve Alcoholic Beverages will have a "Last Call" for the sale of alcohol, but there will no further Sale of Alcoholic Beverages one-half hour prior to the applicable closing time of the Establishment, whether the closing time is set by city code, by a use by exception permit granted by the Planning and Zoning Board, or an Extended Hours of Operation Permit. All Alcoholic Beverage Establishments shall have a Last Call policy for the final consumption of Alcoholic Beverages and patron egress. At the time of Last Call, only one Alcoholic Beverage per person may be purchased.
- (2) Staff: All Alcoholic Beverage Establishments shall prohibit staff drinking or shift drinking of Alcoholic Beverages by servers and bartenders while they are on duty.
- (3) Alcoholic Beverage Establishments whose hours are restricted by a use by exception permit granted by the Planning and Zoning Board are not eligible for an extended hours permit, to the extent that the extended hours period conflicts with the use by exception-limited hours and must adhere to the conditions established by the use by exception permit.
- (4) Alcoholic Beverage Establishments residing within a Mandatory Evacuation Zone shall cease the sale of Alcoholic Beverages during the duration of any Mandatory Evacuation issued by any local, state, or federal authority until such time as the order is lifted.
- (5) All Alcoholic Beverage Establishments shall abide by Curfew hours, as ordered by a local, state, or federal official that is legally authorized to establish a Curfew.
- (6) Sound: All Alcoholic Beverage Establishments shall ensure that sound derived from entertainers for entertainment purposes, not to include non-amplified conversations by patrons, are encapsulated within the walls of their Establishment with all doors and windows closed, or directed towards OSHA-certified sound barrier devices if it is not possible or feasible to encapsulate the sound within the Establishment's walls, beginning at 10:00 p.m., Sunday through Thursday, and 12:00 a.m., Friday and Saturday. Likewise, amplified and reproduced sound by way of speaker or electronic means is not permitted in the exterior/open air venue of the Establishment after 10:00 p.m., Sunday through Thursday, and 12:00 a.m., Friday and Saturday. All Alcoholic Beverage Establishments shall remain compliant with noise control ordinances as published in Chapter 11, Article IV of the Code.

(c) Extended Hours of Operation Permit is required for Alcoholic Beverage Establishments to sell Alcoholic Beverages between the hours of 12:00 a.m. and 2:00 a.m.

- (1) Permit required. Any Alcoholic Beverage Establishment licensed under the state alcoholic beverage laws to sell, offer for sale, or deliver Alcoholic

Beverages, for purposes of consumption on the premises desiring to remain open to sell, offer for sale, or deliver Alcoholic Beverages for the purpose of consumption on the premises between the hours of 12:00 a.m. and 2:00 a.m., but in any case no later than 2:00 a.m., on any day of the week, shall make application with the Planning and Building Department for an Extended Hours of Operation Permit.

- (2) The Alcoholic Beverage Establishment shall complete an application form provided by the city, including, but not limited to, the name and street address where notices related to this section are to be mailed. An annual fee, in an amount set by resolution of the city commission and payable upon issuance, shall be charged for the permit. The application form shall include, but not be limited to, the following information.
 - a. Name and street address of the owner of the Alcoholic Beverage Establishment.
 - b. Valid business tax receipt for the Alcoholic Beverage Establishment.
 - c. Verification of compliance by the Alcoholic Beverage Establishment with city zoning regulations.
 - d. Specific type of state alcoholic beverage license held by the Alcoholic Beverage Establishment.
 - e. If the Establishment holds a state alcoholic beverage license other than a 4-COP Quota License, or its equivalent, the Establishment shall submit a copy of the proposed seating diagram, to include any proposed dining area.
- (3) The city manager or designee shall review the application and, if the application is complete, and the Alcoholic Beverage Establishment is in compliance with the Code of Ordinances, a permit shall be issued allowing the Alcoholic Beverage Establishment to sell Alcoholic Beverages, as restricted by the alcoholic beverage establishment's state beverage license, for purposes of consumption on the premises, between the hours of 12:00 a.m. and 2:00 a.m. on every day of the week.
- (4) Extended Hours of Operation Permit requirements. In addition to the permit application the following requirements must be shown by the Alcohol Beverage Establishment.
 - a. Responsible Beverage Service Program: All permit applicants will provide at least one proof that a member of staff has completed a Responsible Beverage Service Training Program within the previous 12 months. All permit applicants must provide a certification of completion at the time of application/renewal and within 5 business days of a request to provide the certification by the City. The standards and curriculum of alcohol server education courses shall include but not be limited to the following:
 1. Alcohol as a drug and its effects on the body and behavior, especially driving ability.
 2. Effects of alcohol in combination with commonly used legal, prescription or nonprescription, drugs and illegal drugs.
 3. Recognizing the problem drinker and community treatment programs and agencies.

4. State alcohol beverage laws such as prohibition of sale to minors and sale to intoxicated persons, sale for on-premises or off-premises consumption, hours of operation and penalties for violation of the laws.
 5. Drunk driving laws and liquor liability statutes.
 6. Intervention with the problem customer including ways to cut off service, ways to deal with the belligerent customer and alternative means of transportation to get the customer safely home.
 7. Advertising and marketing for safe and responsible drinking patterns and standard operating procedures for dealing with customers.
- b. Security: All Alcoholic Beverage Establishments shall provide appropriate security coverage based upon the nature of each night's events. Security coverage can be met by the human element of security officers or the presence of security cameras.
 - c. Last Call Procedures: All Alcoholic Beverage Establishments with an Extended Hours of Operation Permit will have Last Call at 1:30 a.m. for the sale of Alcoholic Beverages. The period between 1:30 a.m. and 2:00 a.m. will be for the final consumption of Alcoholic Beverages only.
 - d. Daylight Savings Time: All Extended Hours of Operation Permit holders shall cease the sale of Alcoholic Beverages at 2:00 a.m. and shall not operate during the additional hour due to the cessation of Daylight Savings Time.
- (5) Such permit shall be renewed with the city annually, corresponding with the renewal of the establishment's Business Tax Receipt renewal, unless any of the following occur:
- a. The permit is under suspension at the time of renewal.
 - b. The Alcoholic Beverage Establishment's state beverage license has been revoked or suspended; or
 - c. A Transfer of Ownership or a change in location of the establishment has occurred, and this information was not provided to the city through a new permit as described in subsection (6) below.
- (6) The city shall be notified immediately, and the Alcoholic Beverage Establishment shall apply for a new permit if a Transfer of Ownership or a change in location of the Establishment has occurred. Until such time as the Alcoholic Beverage Establishment makes application, is approved, and receives a new permit, the privilege of extended hours for the sale of Alcoholic Beverages shall be suspended. Failure to renew the Extended Hours of Operation Permit on or before the 30th day of September of each year, or to pay the annual fee as set by resolution of the city commission, shall be cause for the immediate suspension of extended hours privileges pursuant to section 4-3(d), including any penalties described therein.
- (7) No Alcoholic Beverage Establishment is authorized to sell or serve Alcoholic Beverages for purposes of consumption on the premises after 12:00 a.m. unless it possesses a valid Extended Hours of Operation Permit from the city. No Alcoholic Beverage Establishment is authorized to sell or serve Alcoholic Beverages, or be open for operation, after 2:00 a.m. and before 7:00 a.m. on any day of the week.

(8) The provisions of this section shall not impair or affect the right of an Alcoholic Beverage Establishment with a state alcoholic beverage license to remain open and Sell Alcoholic Beverages between the hours of 7:00 a.m. and 12:00 a.m.

(d) *Notice of violations, hearings, and penalties.* The ability of an Alcoholic Beverage Establishment to Sell, offer for Sale, deliver, or permit to be consumed upon the premises any Alcoholic Beverage Establishment between the hours of 12:00 a.m. and 2:00 a.m. on any day of the week is hereby declared to be and is a privilege subject to suspension, and no person may reasonably rely upon a continuation of that privilege. As a condition of the continuation of the privilege, Alcoholic Beverage Establishments are required to take all necessary steps to minimize negative impacts of their activities and by their patrons and staff on surrounding residential and commercial properties and illegal activities.

(1) *Illegal activities included.* The following is a representative, but not all-inclusive, list of activities that may result in suspension of the privilege of extended hours of operation for authorized Alcoholic Beverage Establishments to sell Alcoholic Beverages for purposes of consumption on the premises:

a. Activities requiring a police response that occur on or adjacent to the premises of an Alcoholic Beverage Establishment. Particular emphasis will be given to illegal activities of the owner, employees, patrons of the Establishment, or others associated with the Establishment; including, but not limited to, the use, Sale, or delivery of controlled substances, allowing underage drinking, continuing to sell Alcoholic Beverages after closing time, violation of open container or drinking in public laws of the state or city ordinances, serving Alcoholic Beverages to intoxicated persons, violations of the Florida Fire Prevention Code, any violations of this chapter, or other violations of law during all hours of operation. The city shall consider whether the need for police services is the result of the Establishment's failure or inability to maintain proper order and control during all hours of operation.

b. Failure to maintain the elements meeting the definition of a Restaurant which possesses a Special Food Service (SFS) license for consumption on premises state alcoholic beverage license as addressed under the provisions of section F.S. § 561.20 and 565.045, as amended.

c. Complaints verified and documented by a police officer, code enforcement officer, or fire department official arising from adverse effects of extended hours of operation upon neighboring properties, including, but not limited to, excessive noise, illegal parking, vandalism, public urination, defecation, or vomiting, generation of trash or garbage on or adjacent to the Alcoholic Beverage Establishment, disruptive behavior affecting the public's quiet enjoyment by intoxicated persons served at the Alcoholic Beverage Establishment, or exterior lighting on neighboring residential properties.

d. Violations of any provisions of the City of St. Augustine Code of Ordinances; including, but not limited to, Chapter 11, Article IV, relating to noise and sound limitations.

- e. Failure to obtain an Extended Hours of Operation Permit, or failure to renew the permit as required.
- f. Violations of state statutes and/or fire codes related to the maximum permissible occupancy at the Alcoholic Beverage Establishment location.
- g. Sales by employees during prohibited hours. No person, or any agent, servant, or employee of any person licensed under the state alcoholic beverage laws shall Sell, or offer for Sale, any Alcoholic Beverage of any kind during prohibited hours.
- h. Gifts. It is a violation of this section for any person, or any agent, servant or employee of any person licensed under the state alcoholic beverage laws, during prohibited hours as set forth in this section, to gratuitously give any kind of Alcoholic Beverage, whether conditioned upon the purchase of any kind of Alcoholic Beverage or product of any nature, at any inflated price or otherwise, or in the form of a so-called bonus predicated upon another purchase, or as a gift.

(2) Successive violations. In order to invoke the enforcement provisions of this section, a violation must be traceable to the particular Alcoholic Beverage Establishment against which action is taken and must be verified and documented by a police officer, code enforcement officer, or fire department official.

- a. 1st notice of violation. Except as provided, a 1st notice of violation by an Alcoholic Beverage Establishment and/or its employee of any section of this Chapter or state statutes shall result in a written notice of violation that will not require an appearance before the Special Magistrate. The Establishment must cure the violation as identified in the 1st notice of violation as directed in the written notice of violation. Issuance of a written 1st notice of violation for a violation of this section shall not prevent the prosecution of a violation against the Alcoholic Beverage Establishment or any person with any other violation of state statutes or city code. The 1st notice of violation shall be issued by a police officer, code enforcement officer, or fire department official. The 1st notice of violation shall be sent certified mail to the property owner at the address listed in the tax collector's office or property appraiser's database and may be left with the owner, proprietor, manager, or highest-ranking employee then on the premises of the Alcoholic Beverage Establishment. If the 1st notice of violation is the result of a felony criminal offense being committed on the premises, or the incident resulting in a felony criminal offense being committed began on the premises of the Establishment, the 1st notice of violation may be presented to the Special Magistrate for consideration of the suspension of the Extended Hours of Operation Permit.
- b. 2nd or subsequent notice of violation. Any subsequent violation of this chapter or state statutes by an Alcoholic Beverage Establishment and/or its employee shall result in a written 2nd or subsequent numbered notice of violation. Subsequent notices of violation shall be issued by a police officer, code enforcement officer, or fire department official. All subsequent notices of violation will result in hearing before the city's Special Magistrate. All notices of violation and notices of hearing shall be in accordance with code enforcement notification Issuance of a 2nd or subsequent notice of violation

for a violation of this section shall not prevent the prosecution of violations against the Alcoholic Beverage Establishment or any person with any other violation of state statutes or city code..

- c. Special Magistrate. All 2nd and subsequent notices of violation shall be taken before the city's Special Magistrate for consideration of suspension of the Alcoholic Beverage Establishment's Extended Hours of Operation Permit. The Special Magistrate shall exercise jurisdiction over such matters as set forth in chapter 2, article VI of the Code of Ordinances of the City of St. Augustine. The city may also prosecute code violations in any other legally available procedure.
- d. Action by the Special Magistrate. Upon completion of the hearing, the Special Magistrate shall enter an order that either no action shall be taken against the Alcoholic Beverage Establishment's Extended Hours of Operation Permit, or that the Extended Hours of Operation Permit is be suspended due to a violation of the terms of use.
 1. A suspension of the Extended Hours of Operation Permit for a first finding of violation by the Special Magistrate shall be for up to sixty (60) consecutive calendar days based on the severity of the violation(s).
 2. A second finding of violation of the Extended Hours of Operation Permit by the Special Magistrate within one hundred eighty (180) days of issuance of the first notice of violation regardless of whether the first notice of violation was heard by the Special Magistrate and regardless of findings shall be suspended for no less than thirty (30) days nor more than (90) consecutive calendar days based on the severity of the violation(s).
 3. A third and any subsequent finding of violations occurring within one-year (365 days) of the date of completion of the most recent suspension period shall result in revocation of the Extended Hours of Operation Permit.
 4. In addition to any suspension of the Extended Hours of Operation Permit, the matter may be referred to prosecution pursuant to chapter 162, Florida Statutes.

The Special Magistrate shall base his/her ruling upon substantial, competent evidence presented. The Special Magistrate's written order of suspension of the Extended Hours of Operation Permit shall state the effective date of suspension and shall give the Alcoholic Beverage Establishment at least (10) ten calendar days' notice of the suspension. (e) Failure of alleged violator to appear. If an Alcoholic Beverage Establishment served with a notice of violation fails to appear at the hearing after having received proper notice, the Special Magistrate shall take testimony from city staff, and other relevant testimony, as available, and shall enter an order either that no action shall be taken against the Alcoholic Beverage Establishment's Extended Hours of Operation Permit, or that the Extended Hours of Operation Permit shall be suspended for a period of time as set forth in this chapter. A order that the Extended Hours of Operation Permit be suspended or revoked shall take effect on the eleventh calendar day after the order is issued and mailed to the Alcoholic Beverage Establishment. The enforcement of such

order issued after failure of Alcoholic Beverage Establishment to appear shall be stayed if the Alcoholic Beverage Establishment files a request for an appeal with the COSA within 30 calendar days of the order.

(f) Suspension. Any Alcoholic Beverage Establishment that has had an Extended Hours of Operation Permit suspended cannot avoid the consequences of the Special Magistrate's action by changing its business name or corporate status, as set forth in section 561.32, Florida Statutes.

(g) Enforcement procedures. The enforcement procedures contained herein are alternative procedures, and the city reserves the right to arrest, prosecute, or take action utilizing alternative procedures authorized by law.

Section 3. Inclusion in Code. The City Commission intends that the provisions of this Ordinance shall become and shall be made part of the Code of the City of St. Augustine, that the sections of this Ordinance may be re-numbered or re-lettered and that the word ordinance may be changed to section, article or other such appropriate word or phrase in order to accomplish such intentions.

Section 4. Conflict with Other Ordinances. All ordinances or parts of ordinances in conflict herewith are hereby repealed.

Section 5. Severance of Invalid Provisions. In the event that any section, subsection, sentence, clause, phrase, word, term or provision of this Ordinance shall be held by a court of competent jurisdiction to be partially or wholly invalid, unconstitutional or unenforceable or involved for any reason whatsoever, any such invalidity, unconstitutionality, illegality, or unenforceability shall not affect any of the other or remaining terms, provisions, clauses, sentences, or sections of this Ordinance, and this Ordinance shall be read and/or applied as if the invalid, unconstitutional, illegal, or unenforceable section, subsection, sentence, clause, phrase, word, term or provision did not exist.

Section 6. Effective Date. This Ordinance shall become effective ten (10) days after passage, pursuant to § 166.041(4), Florida Statutes.

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PASSED by the City Commission of the City of St. Augustine, Florida, this _____ day of _____, 2023.

ATTEST:

Nancy Sikes-Kline, Mayor-Commissioner

Darlene Galambos, City Clerk
(SEAL)

Data and Analysis

Police Call Data and Reporting

The following data was obtained from the City of St. Augustine Police Department. This data indicates the number of calls for a **two (2) year period from August 2021 to August 2023 during the hours of 12:00 am to 2:30 am within the Police Zone 1 of the City**. Police Zone 1 of the city includes the downtown area, the area known as the Model Land Company, and the Lincolnville area.

The Table included in this memorandum indicates the general locations of calls or cross streets for this two (2) year period, and timeframe within Zone 1. The second Table indicates the types of calls for the same timeframes.

There were **1,446 calls distributed across 61 general locations**. The attached map illustrates the call locations. The general locations with the highest number of calls (**highlighted** in the table) for this timeframe are the areas of:

- San Marco Avenue and Orange Street
- Fort Alley
- Cuna Street and Hypolita Street
- Hypolita Street and Treasury Street
- Hypolita Street and Anderson Circle (the Bayfront)
- Charlotte Street and St. George Street
- King Street and Artillery Lane

There were **1,465 calls in the same zone for the same timeframe for 51 different types of calls**. The types of calls with the highest number (**highlighted** in the second table) for this timeframe were:

- Suspicious person (273)
- Traffic stops (175)
- Disturbance (164)
- Assisting a citizen (109)
- Business alarms (99)
- Sound complaints (63)
- Suspicious circumstance (46)

- **There were 5,855 total calls for police service for these same timeframes within the entire city (see attached Map 2). The timeframes include August 2021-August 2023 from 12:00 am to 2:30 am.**
- **The 1,465 calls represented in the table are 25% of the 5,855 total calls.**
- **The Police Zone 1 call area included 25% of the total calls within the city for this timeframe for only a total of 15% of the developable land area of the city.**
- The area zoned Historic Preservation [core downtown area and brown on the attached land use map, 165 acres] is only 5% of the total developable land area of the city when open land, recreation, public and conservation lands are removed from the total acreage (3,179 acres).
- The Model Land Company and the Lincolnville areas equal approximately 313 acres which is approximately 10% of the total developable land area of the city when open land, recreation, public and conservation lands are removed from the total acreage (3,179 acres).

Police Call Data

CALLS IN ZONE 1 FROM 8/8/2021 TO 8/8/2023 FROM 0000 - 0230 HRS	
LOCATIONS:	TOTAL OF CALLS:
W CASTILLO DR / ORANGE ST	46
W CASTILLO DR	13
S CASTILLO DR / CUNA ST	1
S CASTILLO DR / CHARLOTTE ST	1
S CASTILLO DR	22
VALENCIA ST	5
TREASURY ST / CATHEDRAL PL	9
TREASURY ST / ANDERSON CIR	1
TREASURY ST	13
TOQUES PL / ST GEORGE ST	8
TOQUES PL	2
TOLOMATO LN / SARAGOSSA ST	11
TOLOMATO LN / FORT ALY	7
TOLOMATO LN / CUNA ST	2
TOLOMATO LN	1
ST GEORGE ST / CORDOVA ST	6
ST GEORGE ST	25
ST ANDREWS CT	2
SPANISH ST / CORDOVA ST	10
SPANISH ST	8
SARAGOSSA ST / SAINT ANDREWS CT	1
SAN MARCO AVE / ORANGE/GE ST	12
SAN MARCO AV / ORANGE ST	158
SAN MARCO AV / CORDOVA ST	5
SAN MARCO AV / CO	11
ST GEORGE ST / SPANISH ST	2
ST GEORGE ST / CORDOVA ST	3
ST GEORGE ST	6
ORANGE ST / TOLOMATO LN	11
ORANGE ST	22
KING ST / ARTILLERY LN	72
KING ST	9
HYPOLITA ST/ TREASURY ST	54

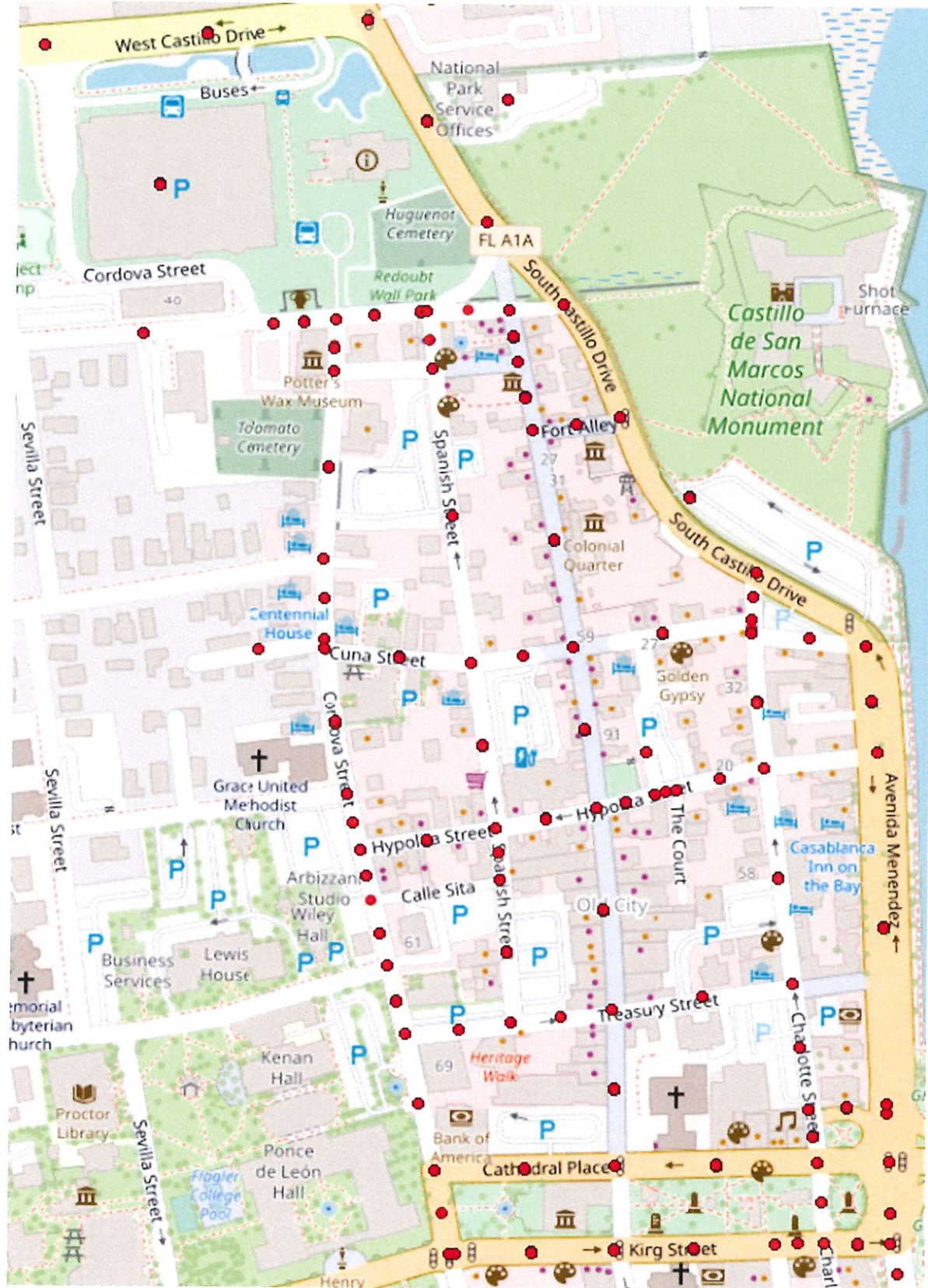
HYPOLITA ST / ANDERSON CIR	80
HYPOLITA ST	49
FORT ALY/ CUNA ST	6
FORT ALY/ CHARLOTTE ST	7
FORT ALLEY	139
CUNA ST / HYPOLITA ST	206
CUNA ST / CUNA ST	1
CUNA ST / CARRERA ST	1
CUNA ST	15
CORDOVA ST/ SEVILLA ST	2
CORDOVA ST / CORDOVA ST	1
CORDOVA ST	53
CHARLOTTE ST/ THE COURT	16
CHARLOTTE ST/ ST GEORGE ST	79
CHARLOTTE ST/ SAINT GEORGE ST	34
CHARLOTTE ST	31
CATHEDRAL PL / KING	2
CATHEDRAL PL	34
CARRERA ST	2
CALLE SITA / VALENCIA ST	1
CALLE SITA / TREASURY ST	1
BRIDGE OF LIONS	20
AVILES ST/ ST GEORGE ST	3
AVILES ST / ST GEORGE ST	1
AVILES ST	5
AVENIDA MENENDEZ / CHARLOTTE ST	47
AVENIDA MENENDEZ	23
ANDERSON CIR / CATHEDRAL PL	27
ANDERSON CIR	1
TOTAL	1446

CALLS IN ZONE 1 FROM 8/8/2021 TO 8/8/2023 FROM 0000 - 0230 HRS

TYPES OF CALLS:	TOTAL OF CALLS:
911 - HANGEUP	63
ALARM-BUS	99
ALARM-BUS HOLDUP	1
ALARM-RES AOOIBLE	1
ASSAULT/ BATTERY	25
ASSIST AGENCY	20
ASSIST CITIZEN	109
BICYCLE STOP	6
BURGLARY	1
CITY ORO VIOLATION	39
CITY PARK COMPLAINT	11
CIVIL DISPUTE	1
CONTACT	3
CRASH	9
CRIM. MISC /VANDALISM	3
DAV	4
DISTURBANCE	164
DISTURBANCE NIP	5
DUI	42
F/R DISPATCH LEO	10
FIRE RESCUE INFO	31
FOLLOW UP	3
FOUND PROPERTY	19
FRAUD	1
HIT AND RUN	3
INDECENT EXPOSURE	3
INFORMATION	9
INTOXICATED PERSON	25
JUVENILE PROBLEMS	1
K9 ASSIST	5
LOST PROPERTY	5
MISCELLANEOUS	1
MISSING ADULT	1
NARCOTICS VIOLATION	2
NOISE COMPLAINT	63
OBSTRUCTION OF HWY	4

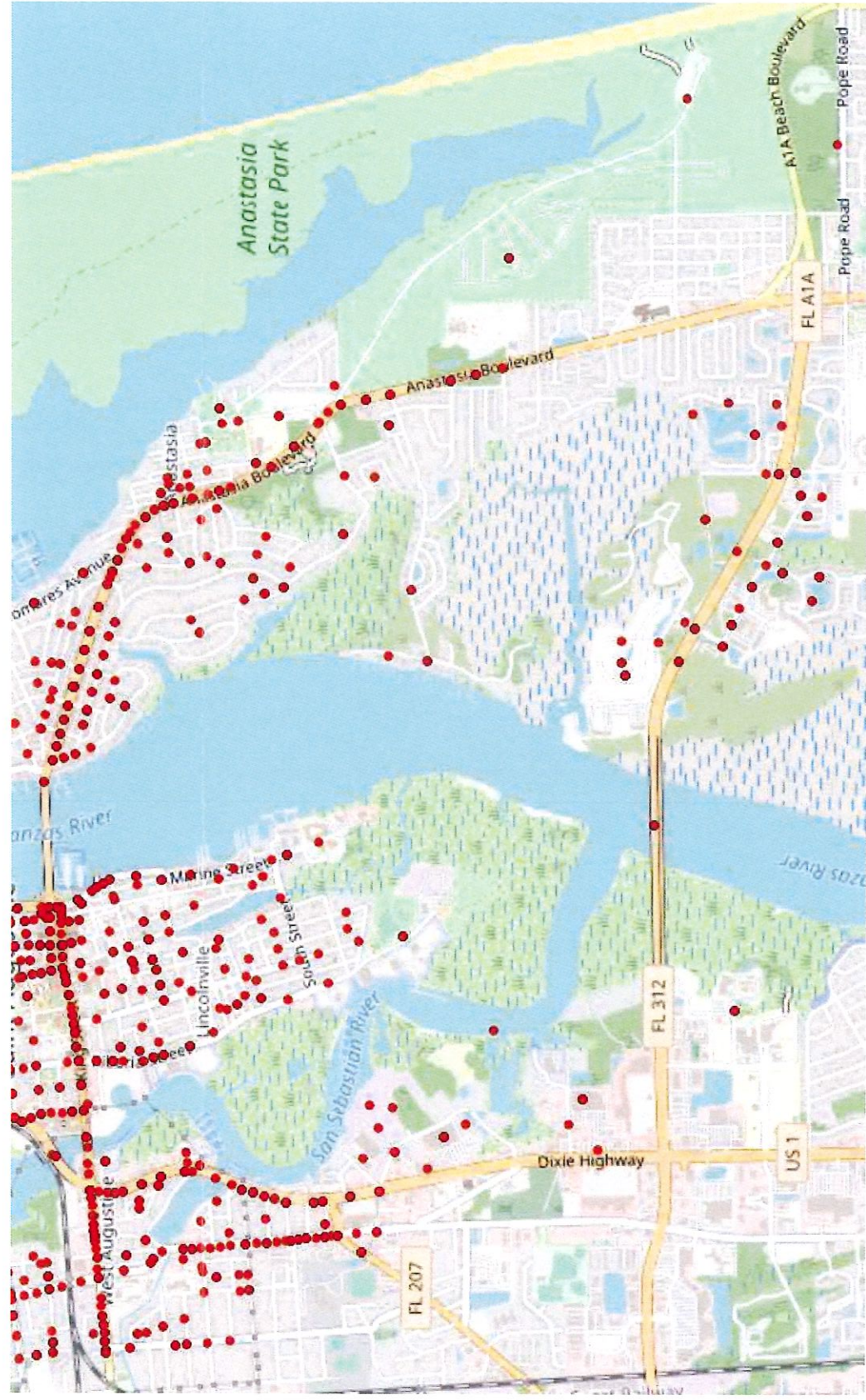
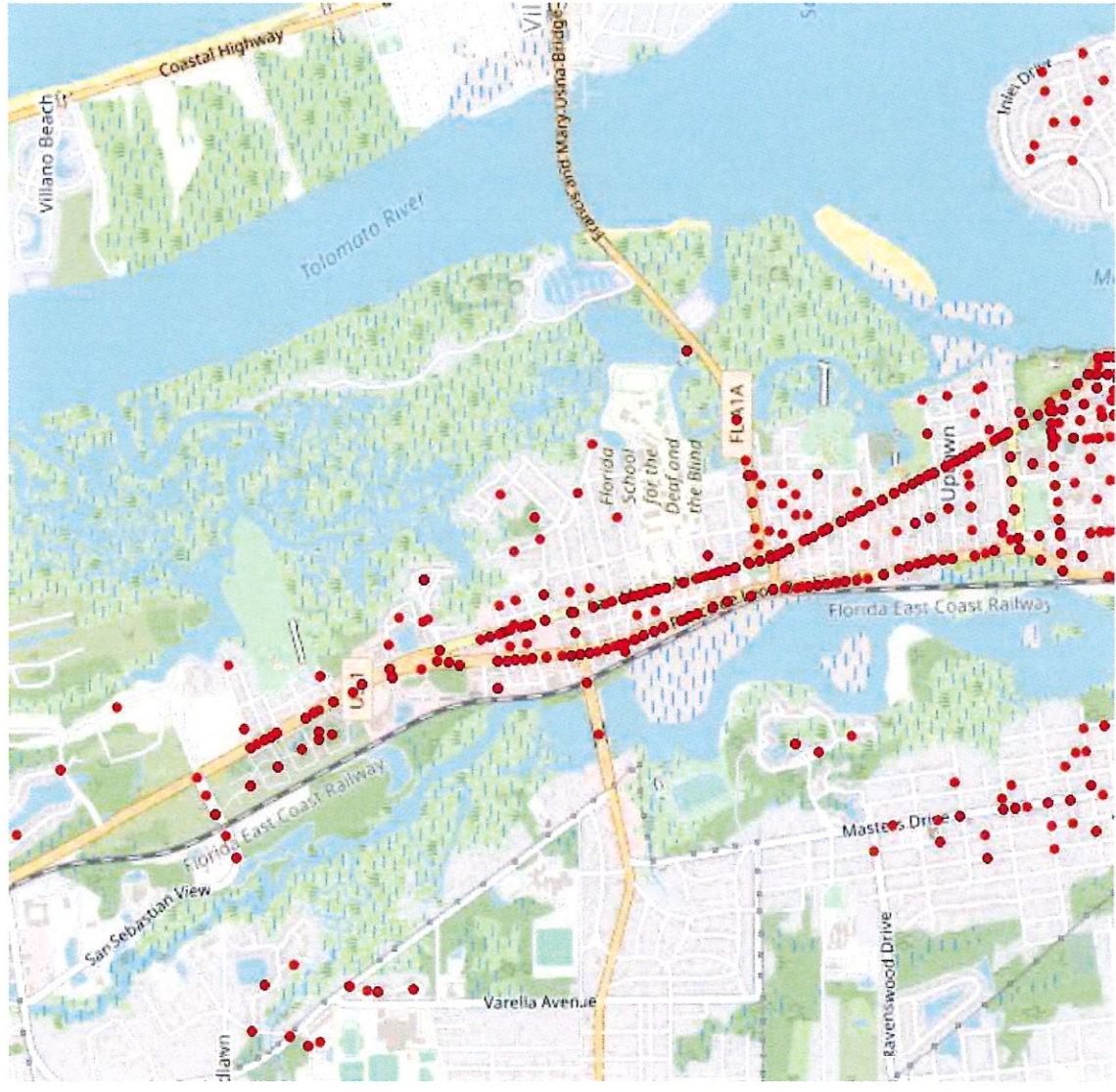
RECKLESS DRIVER	6
ROUTINE PATROL	71
STOLEN VEHICLE	1
SUICIDE THREATS	1
SUPPLEMENT	1
SUSPICIOUS CIRCUMSTA	46
SUSPICIOUS PERSON	273
SUSPICIOUS VEHICLE	31
TEST - DO NOT DISP.	1
THEFT DELAYED	9
TRAFFIC STOP	175
TRESPASSING	37
VIOLATION CNTY ORD	8
WARRANT SERVICE	2
WATCH ORDER	9
WELFARE CHECK	2
TOTAL NUMBER OF CALLS:	1465

Map 1 - Mapping area for search criteria Police Calls



Map 2 - Mapping area for search criteria Police Calls Entire City

City of St. Augustine Area Map

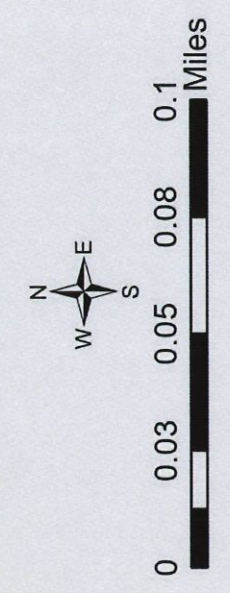


Map 3 – Heat Map Showing Highest Call Areas

Map 3

Locations	CallsTotal	LE_Zone	Dates	Times
SAN MARCO AV / ORANGE ST	158	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
KING ST / ARTILLERY LN	72	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
HYPOLITA ST/ TREASURY ST	54	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
HYPOLITA ST / ANDERSON CIR	80	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
FORT ALLEY	139	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
CUNA ST / HYPOLITA ST	206	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM
CHARLOTTE ST/ ST GEORGE ST	79	LE_Zone 1	8/8/2021 - 8/8/2023	12:00 AM - 2:30 AM

Law Enforcement Call Information



Legend

DBPR License Type

- 4COP
- 2COP
- 1COP
- 13CT
- 11C
- 11PA

Downtown Area
Law Enforcement Zone 1
City Limits



NOTE: Please refer to DBPR documentation for details about License Types.

Retail Alcohol Beverage Licenses (DBPR)

Downtown Area City of St. Augustine, Florida

- DRAFT MAP 4a -
www.CityStAug.com
P.O. Box 210
St. Augustine, FL 32085

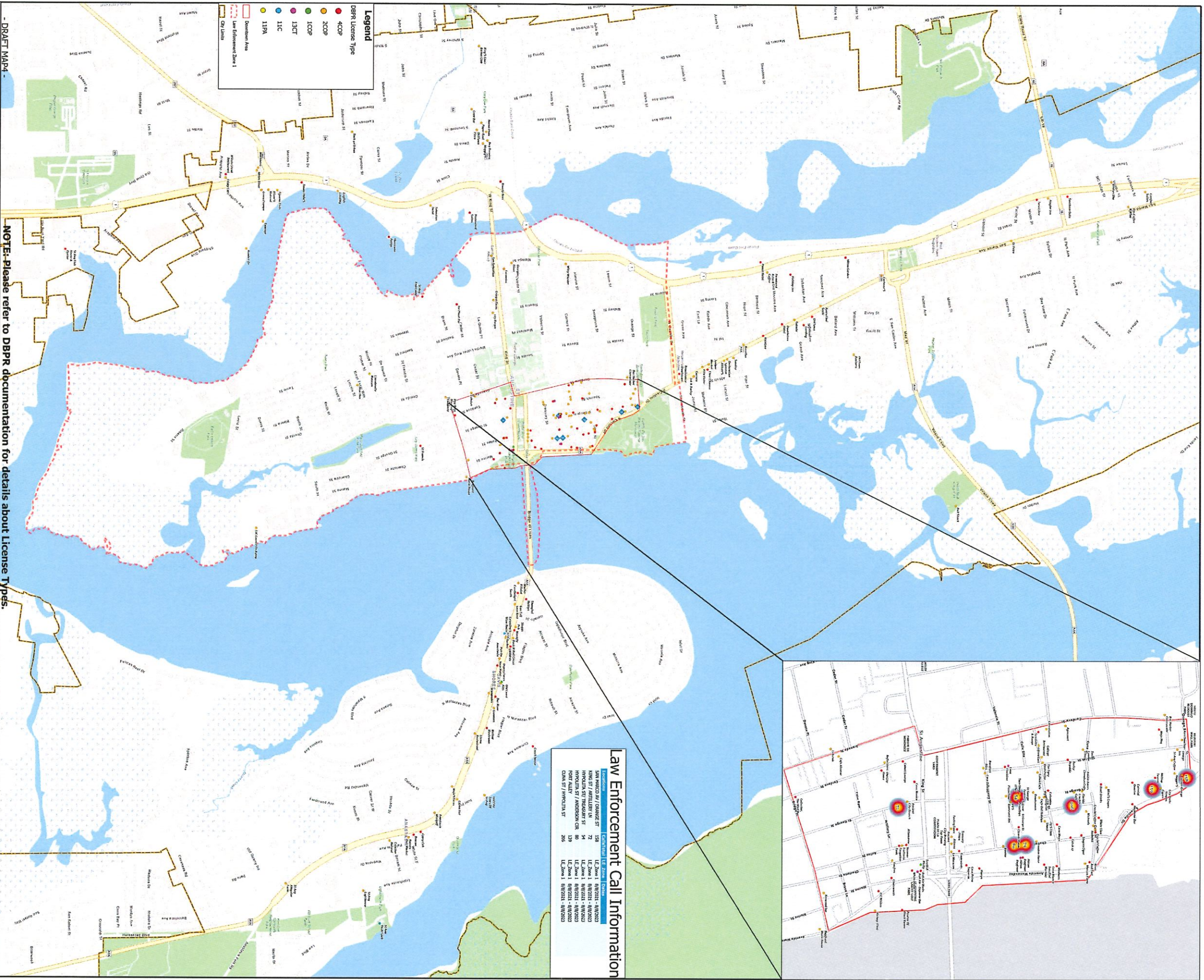
Date Saved: 8/16/2023 2:13 PM
Data Source:
This data has been downloaded from the Florida DBPR website as "Retail Alcohol Beverage License Active, expired, temporary and delinquent licenses", additional points have been added for review and approval of the City of St. Augustine's Code Enforcement Division.



Map 4 – Distribution of Alcohol Licenses throughout the City

Note: The scale is difficult to read. An interactive map will be placed on the City's website, and large scale maps will be available at the meeting.

Map 4



www.CityStAug.com
P.O. Box 210
St. Augustine, FL 32085

Retail Alcohol Beverage Licenses (DBPR)
City of St. Augustine, Florida

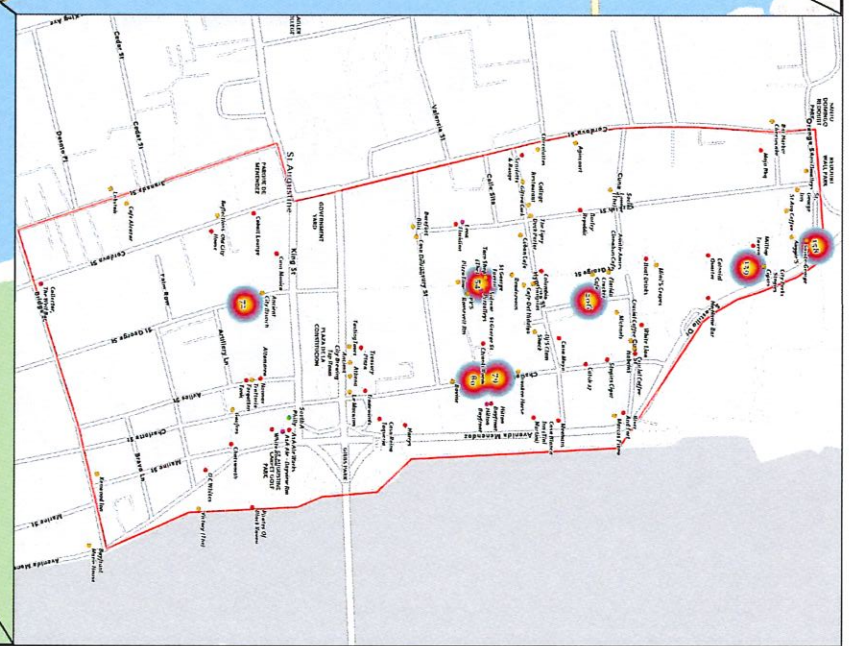
DISCLAIMER: This map is for reference only. Data provided is derived from multiple sources with varying levels of accuracy. The City of St. Augustine disclaims all responsibility for the accuracy or completeness of the data shown herein.

Date Saved: 8/16/2023 2:13 PM
Data Source: This data has been downloaded from the Florida DBPR website as Retail Alcohol Beverage Licenses. Additional points have been added for review and approval of the City of St. Augustine's Code Enforcement Division.



Law Enforcement Call Information

Area	Call Count	License Type	License Number
SAN MARCO AV / CORNELL ST	138	LC Zone 1	8/6/2021 - 8/6/2023
KING ST / AVILA LANE LN	72	LC Zone 1	8/6/2021 - 8/6/2023
AVILA LANE LN / ANDERSON ST	54	LC Zone 1	8/6/2021 - 8/6/2023
AVILA LANE LN / ANDERSON CIR	50	LC Zone 1	8/6/2021 - 8/6/2023
AVILA LANE LN / AVILA LANE LN	295	LC Zone 1	8/6/2021 - 8/6/2023



Solid Waste Division

Examples of city costs and ongoing maintenance efforts:

- The solid waste division has two (2) pressure washing staff that primarily focus on the downtown area seven (7) days a week, 5:00 am until roughly 9:00 am once foot traffic increases. They then go to other parts of the city.
- The city also contracts additional pressure washing tasks 4 times a year. The area(s) include Orange Street to King Street, Cordova to Avenida Menendez. Each cleaning is \$22,000 (\$88,000 total budgeted).
- The city has a street sweeper machine and crew that sweeps the streets in the historic district every morning. The city also has a dedicated litter crew from 4:00 pm until 1 am in addition to the regular litter crew during the day.

Summary

- The St. Johns County Tourist Development Council promotes St. Augustine and St. Johns County as a tourist destination.
- The city has been impacted by legislative actions that preempt the city's ability to regulate certain issues, such as Short-Term Rentals (STRs) for example.
- The city is impacted by the population growth in St. Johns County and the surrounding areas that subsequently use St. Augustine as its downtown and "entertainment district".
- The city taxpayers, including residents and all businesses, bear the cost of the numbers of people that enjoy our small city.
- **The city is trying to meet its obligations regarding impacts on the city including making lighting improvements, improving streetscapes and traffic patterns, stepping up trash collection, and pressure washing and maintenance especially in the downtown, as well as, providing an increased police presence, and stepping up police patrols around the city and in the downtown.**
- **The Police and Fire Departments are coordinating regarding response and anticipating needs for staffing levels.**
- **The city is also discussing and moving forward with a major initiative regarding homelessness, and unsheltered individuals within the city. The city has recently bought property near South Dixie Highway and State Road 207 to initially move the "Dining with Dignity" efforts to this location among other things.**
- The next phases of this initiative include coordinating with the many existing providers within the county under the Continuum of Care organization to establish a central location as a drop-in day center to provide resources and support services for those in need, such as, bathing, laundry machines, mail, and access to service providers.

Baseline 2040 Comprehensive Plan Conditions

The following are excerpts from the City's Comprehensive Plan Data and Analysis. Describing some of the City's existing conditions.

Proportion of City Population to County Population

Year	St. Johns County	City of St. Augustine	% of County
1970	30,727	12,352	40
1980	51,303	11,985	23
1990	82,829	11,692	14
2000	123,135	11,592	9
2010	190,039	12,975	7
2015	212,566 (projected)	13,590 (projected)	6
2018	238,742 (projected)	14,021 (projected)	6
2020	273,425 (Census actual)	14,319 (Census actual)	5
2022	306,841 (estimated)	15,180 (estimated)	5

Source: Planning and Building Department

The residential unit projected needs included in the following Table were based on a 5% increase in the city's population over the years of analysis, however the actual 2020 Census number for population within the city was 14,319 people which is a higher number by 277 people (a 7.5% increase). Additionally, based on the BEBR 2022 projection of 15,180 people versus 14,790 people projected for housing units for 2025 (a 7.6% increase), it is apparent that BEBR is projecting a much higher city population moving forward.

Based on this data the city's population will increase and may trend higher than projected in 2018-2020. Possibly establishing a potential for more conflict between residential and commercial uses, especially in mixed use areas.

Residential Units Needed

Comprehensive Plan 2040 BEBR Medium Population Projections & Need for Residential Units

Year	St. Johns County	City of St. Augustine	Population Change	Units Needed
Census 1990	83,829	11,692		
Census 2000	123,135	11,592		
Census 2010	190,039	12,975	1,383	601
Projected 2015	213,566	13,590	615	267
Projected 2018	238,742	14,021	431	187
Projected 2020	255,300	14,042***	21	9
Projected 2025	295,800	14,790*	748	325
Projected 2030	329,600	16,480*	1,690	735
Projected 2035	359,600	17,980*	1,500	652
Projected 2040	386,600	19,330*	1,350	587
		Total	7,738	3,363**

Sources: 1. 2015 BEBR Statistical Abstract

2. Florida Department of Community Affairs (DCA) in 2011

*Projections including and after 2025 are based on a steady rate of 5% of the projected St. Johns County population.

**Based on 2.30 persons per household in the City of St. Augustine, 2010 U.S. Census.

***Projection based on 5.5% growth rate.

The following steps were used to estimate the number of units and land necessary to accommodate the projected growth.

Affordable Housing/Workforce Housing

Florida Statutes requires that an affordable housing assessment be performed using a methodology established by the Florida Department of Economic Opportunity (DEO). Data and Analysis for the Affordable Housing Assessment was provided by the Schimberg Center for Housing Studies, using the best data currently available. The full discussion is included in the Housing Element of the Comprehensive Plan.

Based on the data provided 38.6% of the current households in 2016 earned 80% or more of the area median income. This percentage is expected to rise through 2040, so in general household incomes within the city are projected to go up. In total 53.4% of the households within the city were not cost burdened in 2016. However, 46.6% of households were cost burdened, almost 31% severely cost burdened. Using the median household income for the city in 2016, the lack of affordable housing is dramatically illustrated for each housing cost threshold group.

An affordable workforce housing plan is critical to maintain the City's social and economic diversity. A diverse economy is also critical to maintain a viable, livable, healthy community. The Housing Element discusses specific housing considerations in detail.

Commercial Land Needed

The following steps were used to estimate the number of commercial acres necessary to accommodate the projected growth.

Additional Commercial Acres – vacant commercial acres = Additional need
381.30 – 221.50 = 159.80 needed commercial acres

The City projects a need for an additional 159.80 acres of commercial land. It is envisioned that these additional acres be utilized within and adjacent to the historic city limits to encourage mixed use, infill and compact development in and around the historic downtown. The existing commercial corridors including US Highway 1 may also redevelop at a higher intensity than currently exists.

Industrial Land Needed

The following steps were used to estimate the number of industrial acres necessary to accommodate the projected growth.

Additional Industrial Acres – vacant industrial acres = Additional need
63.55 – 15.38 = 48.17 needed industrial acres

The City projects a need for an additional 48.17 acres of industrial land. Appropriate industrial locations should be encouraged for the overall economic potential of the community. If existing industrial land is changed to another land use category consideration should be made regarding any other more appropriate locations for additional industrial acreage. Marine industrial locations should also be considered in an effort to retain working waterfronts.

Mixed Use

The City's Land Use Plan contains approximately 773.23 acres of land designated residential mixed use. However, almost all of the City's land use categories may be considered mixed use. The commercial categories allow residential uses, and the Historic Preservation Land Use category includes varying degrees of mixed uses with the highest concentrated mixed-use district in the core downtown area. Residential areas are also encouraged to include churches, schools, parks, and other uses supportive of healthy neighborhoods.

Economic Development (excerpted from the Comprehensive Plan)

Even though the City of St. Augustine has always had a small population and a small, town atmosphere it has functioned as a unique urban area. It is the County seat of St. Johns County although the County functions and services have moved out of the actual city limits. Nevertheless, it remains an important part of the identity of the County and northeast Florida.

It has always attracted tourists with a quaint old, world downtown, and its proximity to the water and the beaches; however, in recent years the level of attention and numbers of people that come to the City has increased dramatically. The volume of visitors is almost overwhelming to the sense of community for those that actually live and work here.

Lower paying service jobs catering to the tourist industry make it difficult to afford to live in the City, as the real estate market, and other market forces eliminate, change, and out price housing for the workforce.

It is important for the City to maintain its unique identity despite the pressure from outside influences.

Outlined below is a Community Profile that includes comparisons between the City and St. Johns County.

It can be noted that the City's median household income is approximately 34% lower than the overall County rate, and it appears that a significant number of individuals below the poverty level live within the City limits. The highest employment industry in the County is the Leisure & Hospitality industry with Trade, Transportation & Utilities a close second with approximately 19% of the 2016 annual employment. The other largest employment industries are Education & Health Services, Government and Professional & Business Services. It can also be noted that based on food service sales, shipments, wholesaler sales, and retail sales a significant volume of business for the County takes place within the City limits.

The City should work to encourage both professional and business opportunity and growth within the city limits that will work to maintain a diverse and healthy local economy that also serves the needs of the local population.

Community Profile

• In labor force (% of Population Aged 18 and older)	67.3%
• Median household income (County)	\$69,523
• Median household income (in 2016) (City)	\$45,612*
• Per capita income (in 2016) (County)	\$61,423
• Per capita income (in 2016) (City)	\$27,787*
• All ages in poverty (County)	7.7%
• Individuals below poverty level (City)	20.4%*
• Unemployment Rate (in 2016)	3.7%
• Number of Companies (in 2012) (City)	3,431*
• Annual employment all industries, 2016 preliminary total	69,752
Leisure & Hospitality	20.4%
[Total accommodation and food service sales, 2012 (\$1,000)] (City)	191,883*
Trade, Transportation & Utilities	19.1%
Education & Health Services	15.8%
[Total health care and social assistance receipts/revenue, 2012 (\$1,000)] (City)	105,092*
Government	13.5%
Professional & Business Services	10.3%
Construction	5.4%
Financial Activities	4.9%
Other Services	4.7%
[Total manufacturers shipments, 2012 (\$1,000)] (City)	31,379*
[Total merchant wholesaler sales, 2012 (\$1,000)] (City)	37,229*
[Total retail sales, 2012 (\$1,000)] (City)	545,501*

Source: U.S. Census and/or Florida Legislature Office of Economic and Demographic Research

*Indicates information specific to City of St. Augustine, all other information references are St. Johns County in total

The growth in St. Johns County has also impacted the City as the population in the county increases, the residents use St. Augustine as a desirable entertainment district. This is beginning to change the livability and character of the entire city. The tourism industry is discussed in more detail below.

It has also been recognized that St. Augustine includes a significant arts community that pursue the full range of artistic expression and talent. This also contributes to the economy, potential economy and the appeal of St. Augustine as a destination.

Tourism

Tourism is a large part of the economy in St. Augustine. The St. Johns County Tourist Development Council (TDC) spends millions of dollars promoting the County for tourist opportunities in six (6) areas: outdoor recreation, family, arts and culture, history, romance, and golf. In 2016 a total of 6,780,462 visitors came to St. Johns County, 2,581,292 just for the day.

Funding

Funding for Tourist Development Council programs is provided by a “bed tax” paid by overnight visitors to St. Johns County. First established by County ordinance 86-72, the “bed tax” or Local Option Tourist Development Tax (LOTDT) is assessed on short-term transient rentals. Hotel/motel rooms, campground spaces, condominiums, apartments and even private home rentals are subject to the tax if they are rented for six months or less. The current level of the county-wide tax is four percent which generates approximately \$5 million dollars annually, Chapter 125.0104 Florida Statutes is the state enabling legislation which includes procedures for implementing the tax and how the proceeds can be used among other things.

How Revenue is Allocated

The St. Johns County Commission has set by ordinance (#92-32) the division of funds on a 40-30-30 basis with forty percent (40%) going to advertising and promotion, thirty percent (30%) going to culture and special events, and thirty percent (30%) going to beaches and recreation. Ordinance 92-32 further stipulates that the 40-30-30 split of tax revenues cannot be changed without a referendum election. The final 1% of tax added in 1991 is designated for advertising and is added to the 40% allocated to Category I. History had shown that a number of organizations applied for funds which the grants panel found to be worthy, but could not legitimately label some events as cultural. Direct promotion and advertising is referred to as Category I. Culture and special events are referred to as Category II, and recreation, beaches, and related facilities is referred to as Category III.

Additionally, at the time that the Comprehensive Plan was updated between 2018 and 2020 the TDC reported that:

- 62% of the visitors stayed more than one or more nights;
- 73% of the overnight visitors stayed in hotels or B&Bs;
- 96% walked historic St. Augustine (**6,509,244 people**);
- 86% Dined in restaurants;
- 55% Paid admission to visit a historical site or museum (**3,729,254 people**);
- 46% Took a trolley, walking or ghost tour (**3,119,013 people**); and,
- 23% Engaged in beach activities (**1,559,506 people**).

These statistics emphasize the importance of St. Augustine to the Leisure & Hospitality industry in St. Johns County. A total of 854,664 people toured the fort in downtown St. Augustine in 2016, which is almost 13% of all of the visitors to the County during that year. Outlined below are the numbers of people that toured the Castillo de San Marcos (fort) each year from 2006-2017, totaling 8.8 million people, and averaging 801,451 people a year. Since 1934 over 45 million people have toured the fort. In 2017, 876,975 people toured the fort, the most recorded, and one of the top four (4) years (1992, 2015, 2016, and 2017) ever recorded.

Table 7: Visitors to the Castillo de San Marcos (Fort)

		Average per year:
Total Visitors 2006-2017	8,815,966	801,451
		Average per month:
Total Visitors 2017	876,975	73,081
Total Visitors since 1934	45,502,022	

Source: National Park Service local office, St. Augustine, Florida, 2018

Although the information in the above table is dated according to the National Park Service, the Fort continues to attract approximately 800,000 visitors per year.

The volume of tourists coming to the City is a huge impact on the economy but is also a huge strain on the livability of a real City for the people that live here. This issue creates strains for mobility, impacts on infrastructure, such as water and sewer, historic resources, and neighborhood quality of life. The City population is only approximately 14,000 people with over 6 million visitors a year.

In Fiscal Year 2016 the remitted Tourist Development Tax within the two (2) area codes that include the City, was over 6.8 million dollars of bed tax. In Fiscal Year 2017 the bed tax paid in these areas was over 6.4 million dollars. This includes area code 32084, which includes Vilano and North Beach, and 32080 which is Anastasia Island, so not all of the revenue was generated from within the actual City limits; however, the majority of the City is in zip code 32084. This may also demonstrate tourist impacts throughout the city from North Beach to St. Augustine Beach as visitors pass through the city to stay at hotels in the immediate area and come into the city or go to the beaches as tourists.

Vision

Over the past 30 years, the City of St. Augustine has completed several planning exercises. The first and largest effort in the late 1980's and early 1990's included the submittal of the first statutory Comprehensive Plan and a complete compatible rezoning effort. This established the majority of the City's existing Comprehensive Plan, and the current zoning district pattern for the City.

In 2014 a major visioning process was initiated. It included an open dialogue with the community to understand the trends and forces that will potentially shape the future of the City of St. Augustine. For well over a year volunteers worked together to garner input and provide feedback to develop a Vision Plan that was adopted in June 2015, the *Vision 2014 & Beyond* document.

The *Vision 2014 & Beyond*, as well as, other plans and studies, will help guide the direction and purpose of the City's updated Comprehensive Plan.

In looking at all of the forces impacting the quality of life in the historic city the Land Use Plan has to balance quality of life, local commercial needs, broader economic commercial needs, and the life of neighborhoods in an urbanized area within a growing County, and increasing development and tourism pressures.

The perspective on the Land Use Plan includes focusing on the core downtown historic area, the historic neighborhoods, and corridors radiating out of the downtown, and the evolution of the more typical suburban development along the main arterials through the City. It is expected that with limited remaining vacant land, the majority of new development will include infill, and intensification or redevelopment of existing properties within the existing City limits.

Land Use Plan

The Future Land Use Plan for the City is the outline for the planned development of the City defined in the land use categories. The categories are defined in an effort to encourage the type of development, redevelopment or infill development as envisioned by the data and analysis and the citizens of St. Augustine. More specific uses, stipulations, and regulations are outlined in the City's adopted Comprehensive Plan Goals, Objectives and Policies, land development code, as well as, depicted in the Future Land Use Map Series.

The adopted Future Land Use Map (FLUM) contains and identifies appropriate locations for the following land use categories which are established to encourage preservation, mobility, and livability, to provide for the protection of natural, historic and cultural resources and to balance quality of life and economic development (**not all categories are summarized below**).

Preservation Categories: The preservation category is established to recognize and protect the historic and cultural value of the downtown core area.

Residential Categories: The residential categories are established to provide for the preservation of existing, predominantly residential neighborhoods. These categories allow a range of housing types of single-family low, single-family medium, multi-family and residential mixed-use.

Commercial Categories: The commercial category is established to encourage a mix of commercial uses that provide necessary businesses and services for residents as well as visitors and promote a diverse economy.

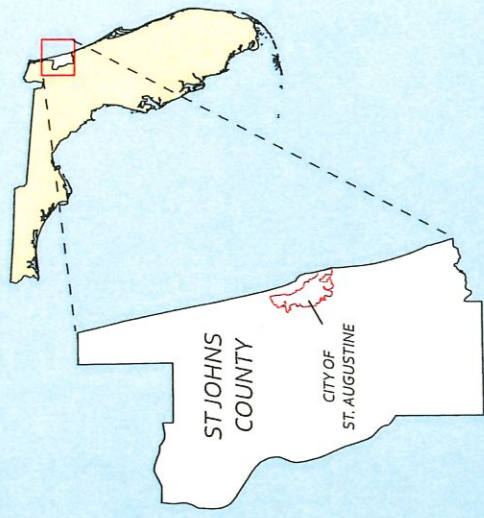
Industrial Categories: The industrial category is established to provide sufficient land for existing and anticipated future industrial needs, including working waterfronts and requisite support services.

The future land use plan included in the City's Comprehensive Plan and adopted in the Goals, Objectives and Policies is intended to fulfill the desired development pattern for the City of St. Augustine through the year 2040. This plan is based on the community vision to maintain a balanced perspective on the history and future of the City. It tries to recognize the difficulties of facing the future in an ancient city. However, it is also realized that the city has evolved for over 450 years and will continue into the future.

2040 Future Land Use Map

Map 1 - Future Land Use

2040 Comprehensive Plan
City of St. Augustine, Florida



- LAND USE PROPOSED**
- COMMERCIAL LOW INTENSITY
 - COMMERCIAL MEDIUM INTENSITY
 - HISTORIC PRESERVATION
 - INDUSTRIAL
 - MARINE INDUSTRIAL
 - NO VALUE
 - OPEN LAND
 - RECREATION / OPEN SPACE
 - RESIDENTIAL LOW DENSITY
 - RESIDENTIAL LOW DENSITY / MIXED USE
 - RESIDENTIAL MEDIUM DENSITY
 - RESIDENTIAL MEDIUM DENSITY / MIXED USE
 - PUBLIC USE
 - INSTITUTIONAL
 - PROPERTY SHALL BE LIMITED TO 100 DWELLING UNITS
 - PROPERTY SHALL BE LIMITED TO CONSERVATION
 - PROPERTY SHALL BE LIMITED TO 450 DWELLING UNITS
 - PROPERTY SHALL BE LIMITED TO 455 DWELLING UNITS

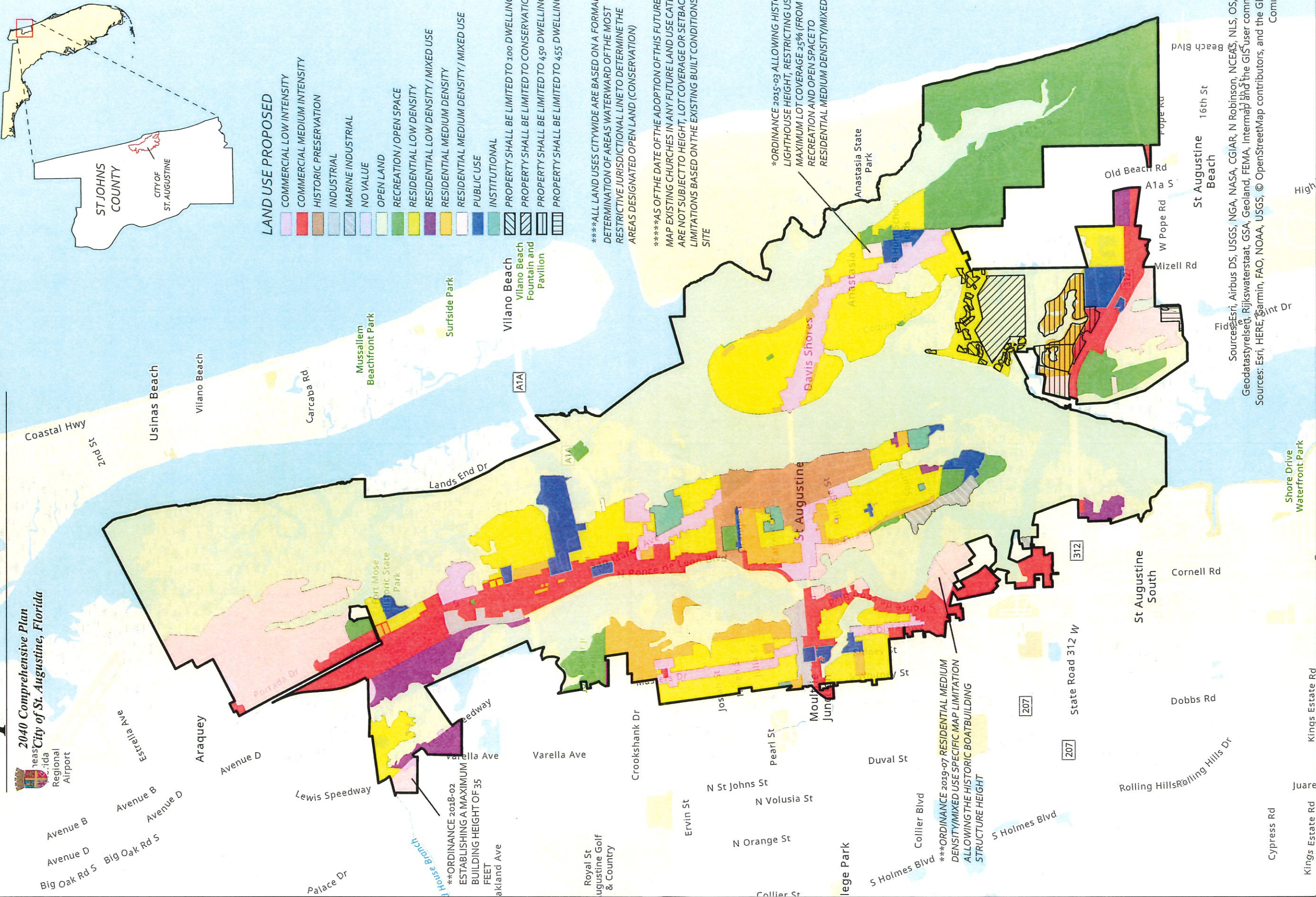
****ALL LAND USES CITYWIDE ARE BASED ON A FORMAL DETERMINATION OF AREAS WATERWARD OF THE MOST RESTRICTIVE JURISDICTIONAL LINE TO DETERMINE THE AREAS DESIGNATED OPEN LAND (CONSERVATION)

*****AS OF THE DATE OF THE ADOPTION OF THIS FUTURE LAND USE MAP EXISTING CHURCHES IN ANY FUTURE LAND USE CATEGORY ARE NOT SUBJECT TO HEIGHT, LOT COVERAGE OR SETBACK LIMITATIONS BASED ON THE EXISTING BUILT CONDITIONS OF THE SITE

*ORDINANCE 2015-03 ALLOWING HISTORIC LIGHTHOUSE HEIGHT, RESTRICTING USE AND MAXIMUM LOT COVERAGE 25% (FROM RECREATION AND OPEN SPACE TO RESIDENTIAL MEDIUM DENSITY/MIXED USE)

***ORDINANCE 2019-07 RESIDENTIAL MEDIUM DENSITY/MIXED USE SPECIFIC MAP LIMITATION ALLOWING THE HISTORIC BOATBUILDING STRUCTURE HEIGHT

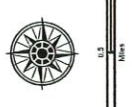
**ORDINANCE 2018-02 ESTABLISHING A MAXIMUM BUILDING HEIGHT OF 35 FEET



Sources: Esri, HERE, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community
Sources: Esri, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodataysteise, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap, and the GIS user community.

Future Land Use Notes
Data Sources: Future Land Use data is provided by the City of St. Augustine's GIS Division and is derived from land parcels identified and approved by the City of St. Augustine's Planning, Building, & Zoning Division.

2040 Future Land Use:
This map depicts 2040 Future Land Use for the City of St. Augustine.
Comprehensive Plan:
The purpose of the Comprehensive Plan is to effectively manage growth and development by designating areas of anticipated future development which satisfy minimum future, fiscal, and environmental acceptability.



City of St. Augustine
Planning, Zoning, & Building Department
P.O. Box 210, St. Augustine, FL 32085
Phone: (904) 825-1065
DISCLAIMER
This map is for reference only. Data provided are derived from multiple sources with varying levels of accuracy. The City of St. Augustine disclaims all responsibility for the accuracy or completeness of the data shown hereon.

***Sociable City Assessment* Summary Report developed by RHI – June 1, 2022**



SOCIABLE CITY ASSESSMENT

Summary Report

June 1, 2022

PREPARED FOR:

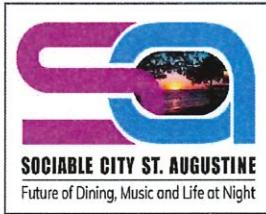
St. Augustine, Florida

PREPARED BY:

Responsible Hospitality Institute

Alicia Scholer
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ST. AUGUSTINE, FLORIDA SOCIABLE CITY PLAN
PREPARED BY: RESPONSIBLE HOSPITALITY INSTITUTE
JUNE 2022

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EXECUTIVE SUMMARY

Project Overview

The Responsible Hospitality Institute (RHI) was invited to work with the City of St. Augustine to help facilitate safe and vibrant growth in the “social economy.”¹ The focus of the report’s analysis and recommendations is on the Historic Downtown. However, some findings and actions may address systemic challenges citywide.

Between November 2021 and March 2022, nearly 130 individuals representing 81 organizations/companies participated in twenty-four meetings hosted by RHI both on-site and virtually. Participants represented a diverse cross-section of public, private and government stakeholders, recruited by a Transformation Team (Sunshine Committee). RHI staff made three on-site visits to St. Augustine to conduct engagement meetings, information-gathering, observational tours of the city, and facilitate six roundtable focus groups. A final summary presentation will be July 2022.

Analysis of the Social Economy

RHI analyzed eight key content areas for this study:

Market Forces that have led to current trends driving change in the downtown social economy.

Governance: systems and policies that exist or are needed to ensure sustainable nighttime economy management.

Six Core Measures of a Sociable City: strengths, challenges and opportunities.



Action Plan

The Action Plan was primarily generated by Roundtable participants. Supplemental actions were created by RHI based on priorities identified during interviews and meetings that took place prior to the Roundtables. The Foundation section’s action plan is based on RHI’s research and experience with social economy governance systems worldwide.

<p>TO LAY A FOUNDATION FOR THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Form a Social Economy Alliance 2: Conduct an Economic Analysis of the Social Economy 	<p>TO ASSURE SAFETY IN THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Facilitate Easier Access by Emergency Vehicles 2: Improve Lighting In “Dead Zones” 3: Form a Nighttime Social Venue Alliance 4: Educate Visitors to Not Carry Open Containers
<p>TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Formalize and Raise Awareness of Rideshare Hubs 2: Provide Safe, Efficient Parking for Nighttime Employees 3: Bring Residents Back to Downtown 4: Refine Sound Management Process 	<p>TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Educate Visitors About Not Giving to Panhandlers 2: Create More Opportunities for Original Live Music 3: Update Event Procedures and Coordination

Report Organization

A **summary version of the report** is available to review a brief snapshot of each area of analysis, as well as a synopsis of the action plan. **Access short version:** https://sociablecity.info/st_augustine/short_report_2022.pdf.

A **complete version of the report** provides the full analysis of each content area, including in-depth background and a step-by-step implementation plan for each proposed action.

Access full version: https://sociablecity.info/st_augustine/full_report_2022.pdf

¹ RHI defines the social economy as the venues and events that facilitate sociability in the form of dining, entertainment, events and nightlife.

SUMMARY OF TRENDS AND MARKET FORCES

FROM A HIDDEN GEM TO A DESTINATION STRAINED BY TOURISTS



St. Augustine was once known as a “hidden gem” and a “sleepy town.” But, word got out. Full of historical landmarks in walking distance to downtown, balconies overlook narrow cobblestone streets and mini oases of nature are interspersed with Spanish moss. St. Augustine strives to be a modern city within the confines of Spanish colonial design—horse-drawn carriages share the road with cars, quads, pedestrians and trolleys. The city is marketed as an opportunity to “travel internationally without going abroad,” where visitors can experience “old-world charm, art, culture,” and romance (Smithsonian, 2022). Indeed, there is a jarring mix of the old and the new, classy and tawdry, in shops, social spaces and services that provide a unique atmosphere downtown.

Two turning points are identified as critical “before” and “after” moments that raised national awareness of the city. In 2013, the Gentlemen of the Road tour featured Mumford and Sons at Francis Field, giving new markets their first taste of the city. Then, in 2015, the 450th anniversary of the city’s founding in 1565 celebrated St. Augustine as the “oldest continuously-occupied European settlement in the continental United States” (Visit St. Augustine, 2022). An estimated 100,000 people visited downtown during 5-days of activities (Reynolds, 2015).



Five years later, in 2020, no one could have predicted how well Florida would fare during a global health crisis. While most of the country locked down, restricting “non-essential” businesses (which forced bars and restaurants to close except for take-out), and enacting mask mandates, Florida remained open and relatively “normal.” Tourism skyrocketed. Visit Florida announced that the state welcomed 31.4 million travelers in the second quarter of 2021 and that the state hosted nearly as many tourists as prior to the pandemic (Florida Trend, 2021; Durkee, 2021).



St. Augustine similarly saw an influx in tourism in 2021.

Digital nomads and remote workers, staycationers and daytrippers, East coast snowbirds and families—they all flocked to the city. Weddings were not only limited to weekends—newlyweds could be seen nearly every day of the week. Day and night, St.

George Street was so filled with people that you could hardly move. Per the VCB, 2021 beat the record-breaking year of 2019 in bed tax collections by 20%.

68%+ of tourists have been to the city before. 35%+ of tourists have been to the city more than 10 times before.

Tourist = someone who lives outside the county

(Visitors & Convention Bureau)

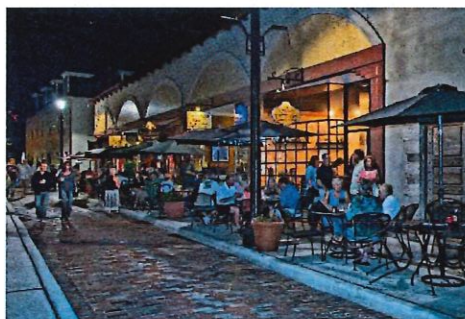
St. Johns County

- 10th fastest-growing county in U.S.
- Est. 265,512 population
- 6.3 million tourists visit annually
- Est. 12,600 short-term rentable units (incl. vacation rentals e.g. hotels, B&Bs, sharing economy accommodations i.e. Airbnb, VRBO, Home Away)

Sources: St. Johns County Gov't, 2022; TDC, 2017; Smith Travel Resources and All the Rooms (2022)

Although Florida remained open, St. Augustine was not immune to the national challenges caused by COVID-19 and, in the years prior, climate change. Severe weather events wreaked havoc on this coastal city—from hurricanes to flooding, which damaged businesses, displaced the unsheltered and threatened downtown’s fragile infrastructure. Two+ years into the pandemic, hospitality businesses still face supply shortages and difficulty hiring enough employees. Some businesses still close temporarily due to outbreaks or reduce hours due to insufficient staff. The pandemic also changed tourism patterns—no longer is there a predictable “peak” season with lows and highs; the city adapted to an all-season market with even greater demands.

Downtown is a finite resource with a carrying capacity that may already be maxed out. Insufficient affordable housing forces students and employees to live farther away and commute in, perpetuating traffic congestion. The rise in short-term rentals continues to drive up costs of housing, leading to gentrification, especially of the once predominantly African American neighborhood of Lincolnville. Parking is difficult to find and cited as a top barrier to attracting residents for a night out, as well as employees, who need safe access to and from work.



Despite limited resources, growth continues. Planned hospitality developments will infill the remaining gaps in real estate downtown and in the periphery. Retail shops are being converted into food and beverage establishments, one of the few remaining business models that can succeed in the era of online shopping. New hotels are also under development, which will bring more patrons. Businesses will need more staff. Where will they park? Where will they live? Where will new businesses store their trash, when standard size dumpsters don’t fit on narrow streets?



The growing pains of the city can no longer be ignored. There is already dramatic stress on infrastructure and human resources. Historic buildings have needed additional support structures to sustain visitation. Police resources are insufficient to maintain zone integrity, much less fulfill event security requirements.

The funding structure for the City (based on the residential population) may no longer be viable. The city's population has remained relatively stable since 1930, estimating between 12,000-14,000 people (Wikipedia, 2022). Yet St. Johns County has grown tremendously. There is growing tension between the city and county due to the perception that the county brings more tourists yet doesn't support the City with matching resources for management. Yet the Visitors & Convention Bureau (VCB)'s allocation of bed tax funds is restricted by state statute.

Has the "tipping point" already been reached? Is it already too late? In 2019, there were fears that this was indeed the case. City leaders expressed concern about violence downtown becoming a continuing trend. Although incidents were devastating to the community (i.e. stabbing on Spanish street, two impaired driving crashes, shots fired outside a social venue), they would not prove to be part of a trend (White, 2021). Violence and public safety incidents have remained rare and mostly isolated incidents. In fact, crime in 2020 was at a 25-year low (Clark, 2021). Managing continued growth in business development and increased visitation is the broader challenge.

Maintaining quality of life, facilitating coexistence of uses, and enhancing accessibility to downtown are the pervasive issues impacting downtown. Presence of unsheltered, panhandlers and transients (not a homogenous group) negatively impact the perception of safety, especially for women. Sound from amplified music and people leaving social venues disturb neighbors even as far as Davis Shores and Anastasia Island. Disturbances from intoxicated persons are nuisances, but also potential safety risks for impaired driving. Clearing the district quickly and efficiently after bar closing was identified as a solution to multiple challenges. After all, the faster people return home, the less problems they may cause.

A push and pull dynamic underlie many of the existential debates in the city. How can the city retain legacy residents while appealing to visitors? How can the city preserve authenticity while providing convenience and modern amenities? The fear of losing the city's charm, history and authenticity pervaded many discussions with stakeholders.

St. Augustine played a pivotal role in the Civil Rights movement. In fact, the Civil Rights Act in 1964 may not have been passed if Martin Luther King, Jr. had not stopped in St. Augustine to bolster the local protest movement prior to going to DC. Lincolnville's live music venues were also once part of the Chitlin' Circuit, which hosted prominent African American musicians. This history is not widely publicized outside of the Lincolnville Museum & Cultural Center. As the City explores how best to chart the future of the social economy, city leaders can both commemorate the past and strive to create an inclusive destination where all feel welcome.

Now is the time to capitalize on St. Augustine's many assets in preparation for the 250th anniversary of the nation's founding. In 2026, the city will be showcased in national celebrations. This is an opportunity for the City to polish the gem it has always been so it shines as a beacon of hope and resilience, where authenticity and adaption to the future are seamlessly melded together.



PROJECT OVERVIEW

RHI's Sociable City Project in St. Augustine, Florida

The Responsible Hospitality Institute (RHI) was invited to work with the City of St. Augustine to help facilitate safe and vibrant growth in the "social economy." The focus of the report's analysis and recommendations is on the social economy contained within the Historic Downtown. However, some findings and actions may address systemic challenges and issues that affect social venues citywide.

Information presented in this report was generated from a variety of sources, including RHI staff observations; virtual and on-site interviews and meetings; online research; and background reports.

Timeline

Between November 2021 and March 2022, RHI staff made three on-site visits to St. Augustine, including facilitation of engagement and information-gathering meetings, as well as nighttime observational tours of the city. Twenty-four meetings were hosted by RHI both on-site and virtually, including six roundtable focus groups and a dozen interviews. A final summary presentation will be made July 2022.

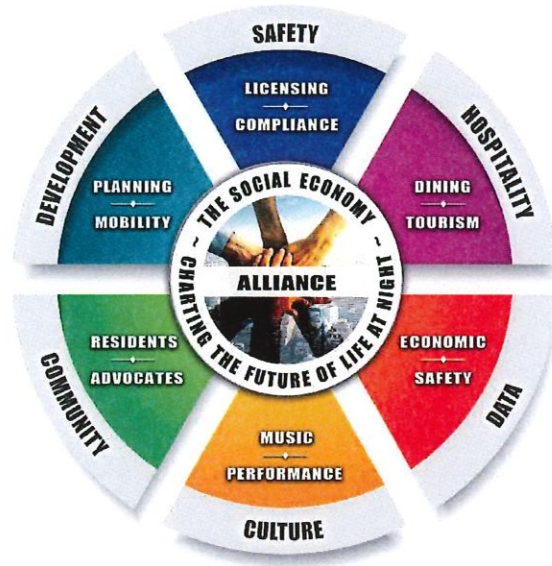
Stakeholder Engagement

Nearly 130 individuals representing 81 organizations/companies, including multiple city departments, were involved in virtual and on-site meetings. They represent a diverse cross-section of public, private and government stakeholders.



Steering Committee: The Sociable City Transformation Team

Stakeholder recruitment and outreach was provided by a steering group (formally a Sunshine Committee, per Florida statute) that strove to achieve a balance of perspectives.



Beth Sweeny, Director of External and Governmental Functions, Flagler College

Jayson Befort, General Manager, No Name Bar

Troy Blevins, Consultant, Walking Man Consulting

Jeanetta Cebollero, Performer, Ancient City Entertainment Group

Jon Depreter, Retired, Planning and Zoning Board

Tom Dolan, Owner, Meehans

Reuben Franklin, Director, COSA Public Works

Phil McDaniel, Owner, St. Augustine Distillery

Jennifer Michaux, Chief of Police, St. Augustine Police Department

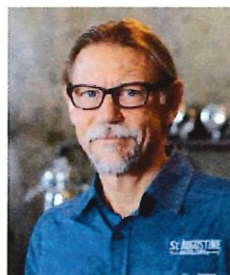
Gabe Pellicer, General Manager, St. Augustine Amphitheater

Bob Porter, Vice President, St. Johns County Chamber of Commerce

The Transformation Team is a steering group of 12 Project Leaders who recognize the need for change, can mobilize stakeholders and leverage resources to ensure the project's success. Members are representative of diverse stakeholder perspectives to ensure broad input.

Support for the Project by City Leaders

The express support, participation and endorsement of key city leaders was vital to the Sociable City Project. During a virtual project orientation open to all project participants, Troy Blevins, Walking Man Consulting, welcomed the following stakeholders who provided opening remarks:



PHIL MCDANIEL
Owner
St. Augustine Distillery



JOHN P. REGAN, P.E.
City Manager
City of St. Augustine



NANCY SIKES-KLINE
Commissioner
City of St. Augustine



JENNIFER MICHAX
Chief Of Police
City of St. Augustine

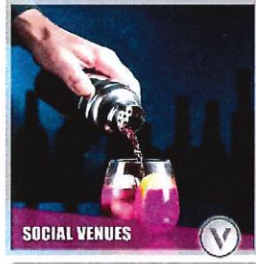
Analysis Framework: Building Blocks of a Sociable City



Project participants received e-learning trainings to learn how to evaluate a city’s nighttime economy based upon “Four Building Blocks” and “Six Core Measures” of a sociable city. RHI used this framework to analyze Downtown St. Augustine to generate an action plan.

CORE MEASURE DEFINITIONS

SOCIAL VENUES



Social venues are defined as dining, dancing, live entertainment, theater, etc. in the city at night and the systems to recruit and retain talent. Entertainment is also measured by mix of clientele, systems for promotion, and retention of talent.

PUBLIC SPACE



Public space vibrancy offers a continuum of outdoor activities such as sidewalk dining, outdoor seating, street performers, markets, food vendors, festivals, and art walks. Truly vibrant cities maintain social activity during day and night.

PUBLIC SAFETY



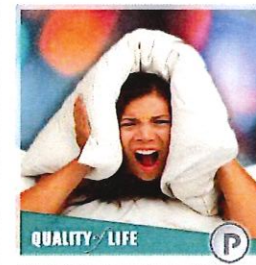
Public safety in the nighttime economy requires an interagency collaboration to identify risks and coordinate intervention and education with the objective of improving compliance by nightlife venues and efficiently responding to nighttime incidents.

VENUE SAFETY



Venue safety is comprised of the initiatives that venue operators and event organizers undertake to protect the health and safety of their patrons and staff at night. Collaboration with regulatory and enforcement agencies increase industry safety and compliance.

QUALITY OF LIFE



Quality of life in mixed-use social districts entails a balance of social amenities and requires effective management of sound, litter, trash, bio-waste and patron behavior. Updated policies, consistent enforcement and conflict resolution systems help facilitate high standards.

MOBILITY



Patrons and staff need safe and convenient transport to / from social districts at night. Providing nighttime mobility options can enhance the visitor experience; ensure safety of employees who work night shifts; prevent impaired driving and alcohol-related accidents.

ABOUT RHI

The City of St. Augustine commissioned the Responsible Hospitality Institute (RHI) with facilitation of a plan for the future of the historic downtown's social economy.

RHI brings decades of experience of nightlife and social economy management. A private non-profit organization founded in 1983, RHI is the leading source for events, resources and consultation services.

We help cities plan safe and inclusive places to socialize by convening diverse stakeholders to achieve a common vision.

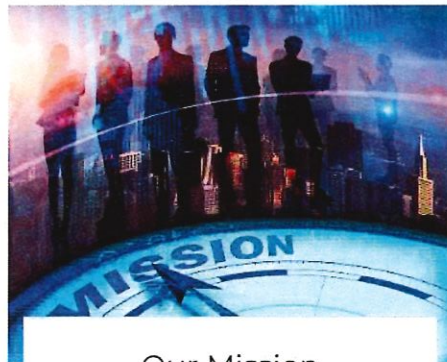
Aims of the Sociable City Project

- To preserve and advocate for the social, cultural and economic value of dining and entertainment
- To examine risk factors for crime, harm and disorder in social districts
- To sustain peaceful coexistence of residents and businesses in mixed-use areas
- To enhance communication between government and businesses regarding policy, procedures and resource allocation



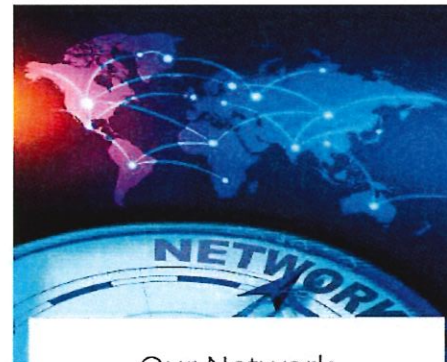
Sociable City Vision

We believe all people should have access to safe, vibrant places to socialize—regardless of age, life stage, race, ethnicity, sexual identity or disability. We help communities create diverse, welcoming social venues and districts where people have an opportunity to connect and lead more enriching lives.



Our Mission

RHI's mission is to provide technical assistance that builds local capacity; incubate and share cutting-edge information and proven strategies; and link a broad-based network of professionals who plan, manage and police nightlife districts



Our Network

RHI's influence extends throughout the world. Our services, media and events advance the professional development of nighttime managers and facilitates creation of collaborative alliances to guide the social economy

GOVERNANCE ANALYSIS: SNAPSHOT



Downtown St. Augustine has a large number of social venues, mostly serving the large tourism economy. Local government has tried to respond to this growth but has limited tools or consistent systems for oversight. Alcohol licenses are issued by the state, and local zoning and definitions have created what appears to be an uneven playing field for bars and restaurants in terms of operating requirements.

Bars and restaurants are defined in the historic core in ways that create incentives for operators to be less than forthcoming about their businesses plans. Permit costs and process reviews often push

operators to become restaurants; changes to operations are not reviewed by a renewal process, as outlined below:

St. Augustine's Historic Core: "Bar" vs. "Restaurant"		
	"Bar"	"Restaurant"
Definition	Any place that serves/sells alcohol on-premise that is NOT a restaurant	Any place that sells, dispenses prepares and serves food, refreshments or beverages from a menu
State alcohol licenses allowed	2COP: \$300-400 4COP "Quota": \$300,000-500,000	2COP: \$300-400 4COP "Quota" 4COP-SFS: \$20,000-30,000 If 150 occupancy; 2,500 sq. ft; 51% food sales
Alcohol Sales, Service, Consumption Ends	2:00 AM	2:00 AM
Live Music Allowed	Yes, with potential restrictions on amplified sound by PZB	Yes, potentially 24/hours (no mechanism to set hours of operation)
Use by Exception Permit	Yes	No
Planning & Zoning Board Review & Community Input	Yes	No
Conditions	Yes	No
Remediation & re-review if violations	Yes	No

Sociable City Seminar

Sociable City Seminar | @sociableCity | SociableCity.org

Enforcement of any locally placed conditions, or state level requirements, tend to happen reactively by complaint.

Based on RHI's requests for data, the City seems to lack a consistently updated database by which to track and manage licensed venues. This also can lead to uneven enforcement. In addition, the state agency in charge of alcohol license enforcement, Alcoholic Beverages and Tobacco, is understaffed for the area, so little oversight is done. There is also a lack of clarity between police and Code Compliance regarding responsibility for sound complaints, overservice, and underage drinking. Therefore, some establishments are not taken to task on violations.

City officials identified these deficiencies pre-COVID and introduced legislation to address the lack of compliance and enforcement regimens.

However, based on RHI's interviews, the process did not seem to include enough outreach to licensed operators, creating a situation of mistrust. RHI's work identified this oversight and arranged a meeting between City Manager John Regan and venue operators. As a result, the City is engaging venue operators to re-evaluate the initial legislation.



CORE MEASURES ANALYSIS: SNAPSHOT

RHI analyzed downtown St. Augustine's social economy using Six Core Measures of a Sociable City.

<p>SOCIAL VENUES: ST. AUGUSTINE</p>  <p>St. Augustine is a destination for fine dining, historic architecture and heritage sites. Weddings and tourism are now an all-season market. Annual events have grown exponentially, but they are becoming difficult for police to staff.</p> <p>There is a disconnect between residents and downtown. Many venues offer live entertainment throughout the week, but it is limited to mostly top 40 cover bands that appeal to visitors. Original music is hard to find, though local talent exists.</p>	<p>PUBLIC SPACE: ST. AUGUSTINE</p>  <p>St. George Street is a popular attraction, which leads to congestion, while other public spaces and parks are under-utilized. The street (and public space) itself has become a destination for people watching.</p> <p>Presence of unsheltered, transients and panhandlers (each a distinct population with unique service needs) generate negative perceptions of safety downtown. St. Augustine has become a destination for transients due to the climate and culture of giving.</p>
<p>PUBLIC SAFETY: ST. AUGUSTINE</p>  <p>Violent crime is rare, but when incidents do occur downtown, they result in a void of safety presence in other city zones. Downtown officers are described as "gracious" and "helpful" with a customer-service approach.</p> <p>Police are the "catch all"—responsible for crime, sound compliance, homelessness, nightlife safety AND event security. More officers are desired to increase the safety presence downtown. The PD has struggled to fill positions for nightlife that are fully funded, as well as meet event security requests.</p>	<p>VENUE SAFETY: ST. AUGUSTINE</p>  <p>Downtown St. Augustine is generally a safe community to go out at night to socialize. Some businesses have excellent approaches to manage crowds and public safety and can serve as a model for other businesses.</p> <p>Yet standards for safety and service are inconsistent due to a gap in standardization for door security and server training. The lack of formal organization among venue operators poses a challenge to improved coordination with the City, which would benefit from an industry point person to coordinate City initiatives.</p>
<p>QUALITY OF LIFE: ST. AUGUSTINE</p>  <p>Residents feel disconnected from downtown's social amenities and attribute the decline in quality of life to the influx of tourists. The rise of short-term rentals has driven housing prices up, making it unaffordable to live in the city.</p> <p>Business owners are concerned about the comfort and safety of their employees, patrons and visitors. Finding safe parking for employees and access to restrooms at night are key amenities. Concern was also expressed about meeting the sound ordinance.</p>	<p>MOBILITY: ST. AUGUSTINE</p>  <p>Highly walkable and compact, downtown was designed with historic, narrow streets. Different modes of transport are competing for limited space at different times of day. Parking is hard to find at peak times and traffic is congested day and night.</p> <p>Rideshare services (e.g. Uber, Lyft) are a key mode of transport for nightlife patrons, especially at closing time. Yet there are no current systems of coordination or designated locations for pick-up and drop-off.</p>

WOMEN'S PERSPECTIVE ON THE SOCIAL ECONOMY: SNAPSHOT

RHI conducted a focus group among women of different ages to analyze St. Augustine's downtown social economy.

Social Venues

St. Augustine has a variety of social assets downtown. Among the attractions ranked as “excellent” by the women’s focus group include high quality food and beverage, engagement with art and the “street as a venue” (where walking downtown is the attraction, especially on St. George Street). Events, festivals and sporting events (e.g. hosted by Flagler College) are key attractions, which draw a wide range of ages and life stages. Colonial Oak is particularly family friendly. Downtown has room for improvement in social options after 10:00 p.m. that appeal to a 30+ mature audience.



Inclusion

The City of St. Augustine has a complicated dynamic with current and historical diversity, equity and inclusion. There is a notable lack of racial and ethnic diversity in pedestrians, patrons and owners of social venues downtown. Musical diversity is limited and there is a gap in LGBT+ social venues. Wedding planners noted that while they do have diverse wedding parties, there are few social spaces where e.g. African Americans or LGBT+ community members would feel comfortable bringing their post-wedding “after party” downtown.



Public Safety



Women are often a key barometer of safety. In fact, social preferences by women often coincide with best practices for safety in nightlife venues and social districts. The physical environment of a downtown social district has a large impact on whether women feel safe at night. Environmental cues such as good lighting, cleanliness and presence of multi-generational eyes on the street contribute to a positive perception of safety. Areas that women’s focus group participants felt safest were: Plaza, Bayfront, St. George St and Hypolita St. However, participants commented that they intentionally avoid areas that are consistently dark (e.g. side

streets, alleys, parking lots) and are intimidated by groups of transients and panhandlers, especially if they are drinking in public.

Venue Safety

What makes women feel safe within social venues? Among ambience and design preferences include quiet spaces and lounges. Bathroom cleanliness and well-lit passageways are critical to a safe, comfortable social experience. Cues that an environment may be unsafe are when intoxicated people are allowed entry and served more alcohol, and where staff are seen drinking on the job.



Safety Resources for Women

- **Women Against Violent Encounters (WAVE)** class taught by PD to high school and college students about staying safe at house parties and venues through situational awareness.
- **Bathroom posters in DIY house party network**, Underwire Collective, a potential model for licensed venues.

WEDDING INDUSTRY AND THE SOCIAL ECONOMY: SNAPSHOT

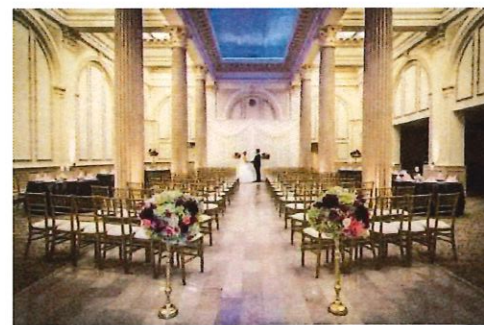


The wedding industry has a significant impact on the social economy year-round. Despite the boon to the local economy, weddings contribute to challenges in the social economy. There are concerns about the continuum of when and where drinking takes place, and the disruptions it causes to the quality of life and public safety of downtown.

Weddings comprise the majority of private events that take place downtown, but quantitative data is unknown. There are about a dozen formal wedding venues located in/around downtown, as well as several informal venues (e.g. short-term rentals for “backyard weddings”) nearby. Weddings anecdotally take place during the week and weekends year-round; one venue can even host multiple weddings simultaneously on multiple floors. Alcohol licensing, and therefore server training and security, varies, depending on the venue. Some venues have their own alcohol license associated with the property, while others rely on catering licenses. Over-consumption of alcohol has been reported at open bars. Standardization of policies for weddings (e.g. last call, refusal of service) is unknown. As part of this study, RHI worked to collect data on weddings, but only received partial data.

When weddings end (usually between 11:00 p.m.-12:00 a.m.), a crowd surge similar to bar closing time descends upon downtown social venues—potentially hundreds of people eager to continue to socialize, despite varying levels of intoxication upon arrival. Venue operators expressed concern about pre-loading among wedding guests. Anecdotal reports from venue staff indicated that some wedding guests are disruptive, demanding entry to venues or alcohol service despite already being intoxicated. Some try to occupy an entire venue for their after-party, but venue operators typically refuse due to concerns about disorderly behavior and passing of drinks to minors. Wedding attendees have also been seen to openly carry drinks; champagne bottles are often found littered downtown.

Events such as weddings contribute to impacts in the social economy that require planning, coordination, and resource management, especially for police as event security. But, there is a disconnect between the wedding industry and the City in terms of reporting, tracking and coordination of resources. Police department’s knowledge of weddings is limited to when off-duty officers are requested as event security. There is an opportunity to include wedding venue stakeholders in a broader plan for the social economy downtown.



SOCIAL ASSET INVENTORY: SNAPSHOT

Data Summary

This is a summary of available data on the mix of businesses in the Historic District. Social venues are defined as cafes, restaurants, bars, music venues and wedding venues.

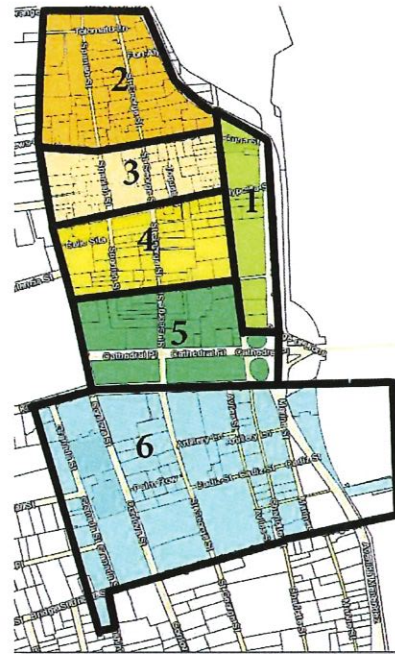
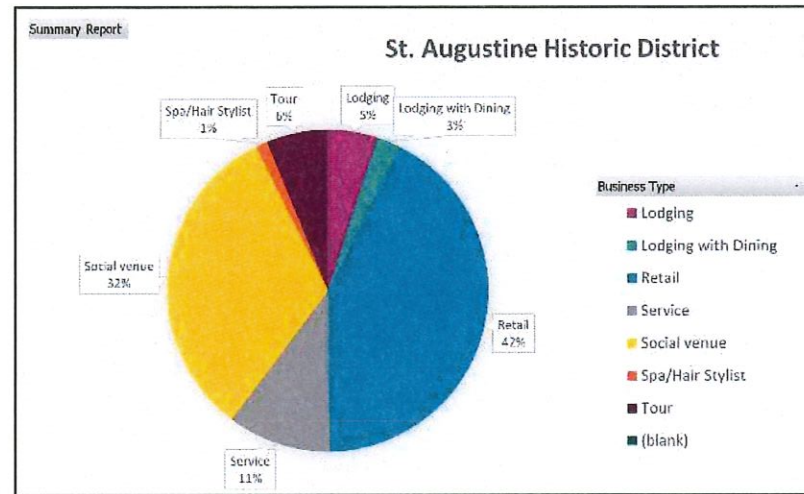
Social Venues in the Historic District

108 social venues (32.24%) of 335 total businesses

81 venues (75%) of 108 have an alcohol license

21 venues (19.44%) offer live entertainment

Total seating/occupancy: 6,470 seats



Why Should Social Venues be Analyzed?

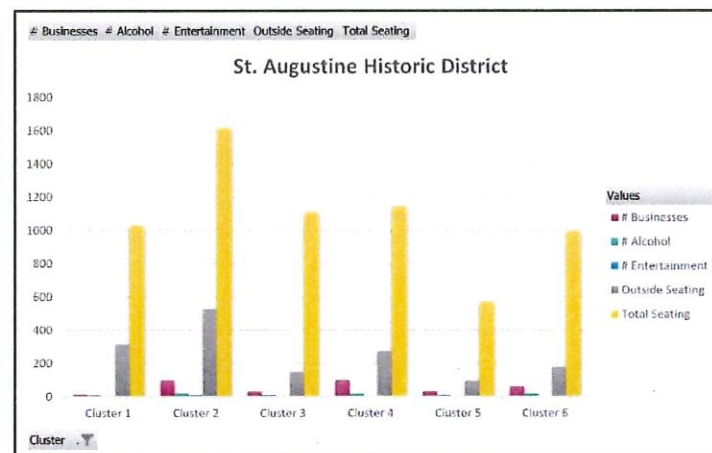
Many market forces are driving change. The loss of storefront retail is placing pressure to transition these spaces to social venues. However, social venues have a much greater occupancy for the same square footage as retail or office space. With each new social venue comes more employees and the need for parking with numbers greater than the existing use. This business use can also generate more impacts to quality of life and public safety due to nighttime hours of operation and potential patron intoxication

Cluster Organization of Historic District

The Historic District has been divided into six clusters of businesses (as pictured). The evolution of several concentrated "clusters" of social venues within the Historic District has led to perceived and real shortages of parking in several blocks, as well challenges with closing time management in certain clusters.

How can this Methodology be Used?

By dividing a district into social clusters, improvements can be planned and monitored in a more focused way. The model helps identify areas in most need of lighting, where most social venues and/or greatest occupancy are located, etc. Calls for service and last drink data can also help pinpoint response for increased compliance training of venues located in particular clusters.



ACTION PLAN: SNAPSHOT

This is a one-page snapshot of all action items.

ACTIONS TO LAY A FOUNDATION FOR A SUSTAINABLE SOCIAL ECONOMY	
 <p>FOUNDATION F</p>	<ul style="list-style-type: none"> ■ Action 1: Form a Social Economy Alliance ■ Action 2: Conduct an Economic Analysis of the Social Economy
ACTIONS TO ASSURE SAFETY IN THE SOCIAL ECONOMY	
 <p>SAFETY S</p>	<ul style="list-style-type: none"> ■ ACTION 1: Facilitate Easier Access by Emergency Vehicles ■ ACTION 2: Improve Lighting In “Dead Zones” ■ ACTION 3: Form a Nighttime Social Venue Alliance ■ ACTION 4: Educate Visitors to Not Carry Open Containers
ACTIONS TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY	
 <p>VIBRANCY V</p>	<ul style="list-style-type: none"> ■ ACTION 1: Educate Visitors About Not Giving to Panhandlers ■ ACTION 2: Create More Opportunities for Original Live Music ■ ACTION 3: Update Event Procedures and Coordination
ACTIONS TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY	
 <p>PLANNING P</p>	<ul style="list-style-type: none"> ■ ACTION 1: Formalize and Raise Awareness of Rideshare Hubs ■ ACTION 2: Provide Safe, Efficient Parking for Nighttime Employees ■ ACTION 3: Bring Residents Back Downtown ■ ACTION 4: Refine Sound Management Process

ACTION PLAN: SYNOPSIS

The Action Plan was primarily generated by Roundtables input. On occasion, more than one Roundtable identified the same action. Some actions were created by RHI based on priorities identified during interviews and meetings that took place prior to the Roundtables. The Foundation section's action plan is based on RHI's research and experience with the governance systems that help sustain a nighttime economy management system in sociable cities worldwide.

ACTIONS TO LAY A FOUNDATION FOR A SUSTAINABLE SOCIAL ECONOMY



1) Form a Social Economy Alliance

Progressive cities recognize the need for a sustainable system of social economy governance. This can be accomplished in a variety of structures, such as an Office of Nightlife and Advisory Board. Dedicated staff ("Night Manager") are critical to maintain momentum and coordinate programming.

2) Conduct an Economic Analysis

Conducting an economic analysis can achieve heightened recognition and legitimacy for the social economy. Compiling and analyzing information about the fiscal, economic and employment impacts of the social economy can help establish a baseline measure to better understand patterns of growth, decline and renewal in downtown St. Augustine.

ACTIONS TO ASSURE SAFETY IN THE SOCIAL ECONOMY



1) Facilitate Easier Access by Emergency Vehicles

Emergency vehicles (e.g. fire trucks, ambulances, police cars) need to efficiently access locations when called for service. Closing strategic streets to public car access will help alleviate the challenge by removing traffic congestion and other barriers in key service areas to reduce response time.

2) Improve Lighting in "Dead Zones"

There are pockets of "dead zones" devoid of light or people in downtown's side streets and alleys. Consistent lighting can improve the perception of safety and deter crime and nuisance activities. Stakeholders will have to engage in the Historic Architectural Review Board process to ensure historic preservation standards are met.

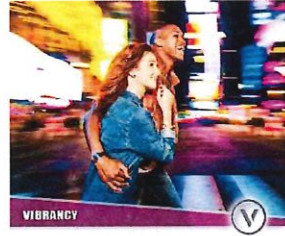
3) Form a Nighttime Social Venue Alliance

Starting a WhatsApp phone group among venues' general managers and security is one small step towards creation of a more formal Nighttime Social Venue Alliance. The Alliance can develop self-regulation standards in a guide for operation, schedule quarterly meetings with police, and coordinate training.

4) Educate Visitors to Not Carry Open Containers

Educating visitors that they're not allowed to drink from open containers downtown can reduce pre-loading and assist licensed venues from having to intervene with patrons. A marketing campaign with a video for tourists and brochure for wedding parties will be key.

ACTIONS TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY



1) Educate Visitors About Not Giving to Panhandlers

St. Augustine can break the cycle of panhandling by addressing their source of income: visitor donations. Educating visitors on how to redirect their donations to social services can make long-lasting change. An educational campaign will include brochures on existing social service agency initiatives.

2) Create More Opportunities for Original Live Music

Elevate the caliber of nighttime social experiences by offering authentic, experiential options. An ecosystem of support is critical through better connectivity between event/festival planners and local musician networks, as well as dedicated loading zones. Fostering a robust live music scene also requires a local support base and higher wages.

3) Update Event Procedures and Coordination

Enhancement of current systems that track upcoming events held on private property, especially weddings, will help the City and venue operators know when additional staff resources are needed. There is an opportunity to continue to supplement police with private security but with vetting and approval standards for public events.

ACTIONS TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY



1) Formalize and Raise Awareness of Rideshare Hubs

Rideshare services are a key mode of transport for nightlife patrons, yet there are no current systems of coordination. Rideshare hubs create designated areas for pick-up and drop-off of passengers. They help reduce traffic congestion and expedite district egress. Three locations have already been selected, but there was limited awareness, nor signage.

2) Provide Safe, Efficient Parking for Employees

Provision of safe, efficient parking for employees who work downtown at night is key to supporting and expanding the current workforce. Explore options such as a Park and Ride location with a circulator/shuttle to pick up employees and drop them off at start and end of shift.

3) Bring Residents Back Downtown

Residents want to patronize local dining and entertainment businesses but feel disconnected from downtown. Facilitate a meeting among hospitality operators and residents to discuss amenities such as resident discounts and reservations to help restore a sense of community.

4) Refine Sound Management Process

There is a need to close loopholes in the sound management process. Revisiting the sound ordinance to set realistic sound standards for businesses, training noise control officers, creating a more robust tracking mechanism for complaints and ensuring follow-through in the judicial process will be critical.



RESPONSIBLE HOSPITALITY INSTITUTE

Additional information:

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www.SociableCity.org

***Sociable City Assessment* Full Report developed by RHI – June 1, 2022**



SOCIABLE CITY ASSESSMENT

Summary Report

June 1, 2022

PREPARED FOR:

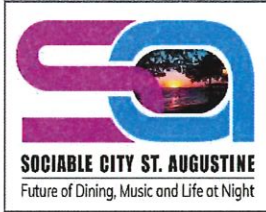
St. Augustine, Florida

PREPARED BY:

Responsible Hospitality Institute

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831.201.4117
Alicia@RHlweb.org





ST. AUGUSTINE, FLORIDA SOCIABLE CITY PLAN
PREPARED BY: RESPONSIBLE HOSPITALITY INSTITUTE
JUNE 2022

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EXECUTIVE SUMMARY

Project Overview

The Responsible Hospitality Institute (RHI) was invited to work with the City of St. Augustine to help facilitate safe and vibrant growth in the “social economy.”¹ The focus of the report’s analysis and recommendations is on the Historic Downtown. However, some findings and actions may address systemic challenges citywide.

Between November 2021 and March 2022, nearly 130 individuals representing 81 organizations/companies participated in twenty-four meetings hosted by RHI both on-site and virtually. Participants represented a diverse cross-section of public, private and government stakeholders, recruited by a Transformation Team (Sunshine Committee). RHI staff made three on-site visits to St. Augustine to conduct engagement meetings, information-gathering, observational tours of the city, and facilitate six roundtable focus groups. A final summary presentation will be July 2022.

Analysis of the Social Economy

RHI analyzed eight key content areas for this study:

Market Forces that have led to current trends driving change in the downtown social economy.

Governance: systems and policies that exist or are needed to ensure sustainable nighttime economy management.

Six Core Measures of a Sociable City: strengths, challenges and opportunities.



Action Plan

The Action Plan was primarily generated by Roundtable participants. Supplemental actions were created by RHI based on priorities identified during interviews and meetings that took place prior to the Roundtables. The Foundation section’s action plan is based on RHI’s research and experience with social economy governance systems worldwide.

<p>TO LAY A FOUNDATION FOR THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Form a Social Economy Alliance 2: Conduct an Economic Analysis of the Social Economy 	<p>TO ASSURE SAFETY IN THE SOCIAL ECONOMY</p> <ol style="list-style-type: none"> 1: Facilitate Easier Access by Emergency Vehicles 2: Improve Lighting In “Dead Zones” 3: Form a Nighttime Social Venue Alliance 4: Educate Visitors to Not Carry Open Containers
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Report Organization

A summary version of the report is available to review a brief snapshot of each area of analysis, as well as a synopsis of the action plan. **Access short version:** https://sociablecity.info/st_augustine/short_report_2022.pdf.

A complete version of the report provides the full analysis of each content area, including in-depth background and a step-by-step implementation plan for each proposed action.

Access full version: https://sociablecity.info/st_augustine/full_report_2022.pdf

¹ RHI defines the social economy as the venues and events that facilitate sociability in the form of dining, entertainment, events and nightlife.

SUMMARY OF TRENDS AND MARKET FORCES

FROM A HIDDEN GEM TO A DESTINATION STRAINED BY TOURISTS

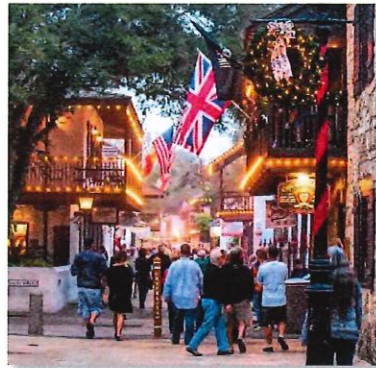


St. Augustine was once known as a “hidden gem” and a “sleepy town.” But, word got out. Full of historical landmarks in walking distance to downtown, balconies overlook narrow cobblestone streets and mini oases of nature are interspersed with Spanish moss. St. Augustine strives to be a modern city within the confines of Spanish colonial design—horse-drawn carriages share the road with cars, quads, pedestrians and trolleys. The city is marketed as an opportunity to “travel internationally without going abroad,” where visitors can experience “old-world charm, art, culture,” and romance (Smithsonian, 2022). Indeed, there is a jarring mix of the old and the new, classy and tawdry, in shops, social spaces and services that provide a unique atmosphere downtown.

Two turning points are identified as critical “before” and “after” moments that raised national awareness of the city. In 2013, the Gentlemen of the Road tour featured Mumford and Sons at Francis Field, giving new markets their first taste of the city. Then, in 2015, the 450th anniversary of the city’s founding in 1565 celebrated St. Augustine as the “oldest continuously-occupied European settlement in the continental United States” (Visit St. Augustine, 2022). An estimated 100,000 people visited downtown during 5-days of activities (Reynolds, 2015).



Five years later, in 2020, no one could have predicted how well Florida would fare during a global health crisis. While most of the country locked down, restricting “non-essential” businesses (which forced bars and restaurants to close except for take-out), and enacting mask mandates, Florida remained open and relatively “normal.” Tourism skyrocketed. Visit Florida announced that the state welcomed 31.4 million travelers in the second quarter of 2021 and that the state hosted nearly as many tourists as prior to the pandemic (Florida Trend, 2021; Durkee, 2021).



St. Augustine similarly saw an influx in tourism in 2021.

Digital nomads and remote workers, staycationers and daytrippers, East coast snowbirds and families—they all flocked to the city. Weddings were not only limited to weekends—newlyweds could be seen nearly every day of the week. Day and night, St.

George Street was so filled with people that you could hardly move. Per the VCB, 2021 beat the record-breaking year of 2019 in bed tax collections by 20%.

St. Johns County

- **10th fastest-growing county** in U.S.
- Est. **265,512 population**
- **6.3 million tourists** visit annually
- **Est. 12,600 short-term rentable units** (incl. vacation rentals e.g. hotels, B&Bs, sharing economy accommodations i.e. Airbnb, VRBO, Home Away)

Sources: St. Johns County Gov't, 2022; TDC, 2017; Smith Travel Resources and All the Rooms (2022)

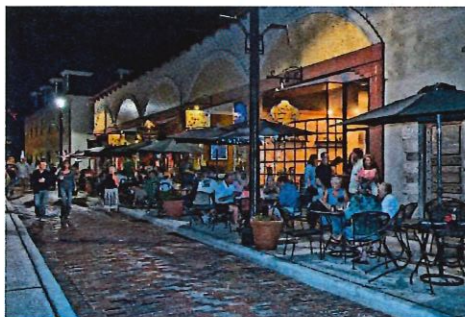
68%+ of tourists have been to the city before. 35%+ of tourists have been to the city more than 10 times before.

Tourist = someone who lives outside the county

(Visitors & Convention Bureau)

Although Florida remained open, St. Augustine was not immune to the national challenges caused by COVID-19 and, in the years prior, climate change. Severe weather events wreaked havoc on this coastal city—from hurricanes to flooding, which damaged businesses, displaced the unsheltered and threatened downtown's fragile infrastructure. Two+ years into the pandemic, hospitality businesses still face supply shortages and difficulty hiring enough employees. Some businesses still close temporarily due to outbreaks or reduce hours due to insufficient staff. The pandemic also changed tourism patterns—no longer is there a predictable “peak” season with lows and highs; the city adapted to an all-season market with even greater demands.

Downtown is a finite resource with a carrying capacity that may already be maxed out. Insufficient affordable housing forces students and employees to live farther away and commute in, perpetuating traffic congestion. The rise in short-term rentals continues to drive up costs of housing, leading to gentrification, especially of the once predominantly African American neighborhood of Lincolnville. Parking is difficult to find and cited as a top barrier to attracting residents for a night out, as well as employees, who need safe access to and from work.



Despite limited resources, growth continues. Planned hospitality developments will infill the remaining gaps in real estate downtown and in the periphery. Retail shops are being converted into food and beverage establishments, one of the few remaining business models that can succeed in the era of online shopping. New hotels are also under development, which will bring more patrons. Businesses will need more staff. Where will they park? Where will they live? Where will new businesses store their trash, when standard size dumpsters don't fit on narrow streets?



The growing pains of the city can no longer be ignored. There is already dramatic stress on infrastructure and human resources. Historic buildings have needed additional support structures to sustain visitation. Police resources are insufficient to maintain zone integrity, much less fulfill event security requirements.

The funding structure for the City (based on the residential population) may no longer be viable. The city's population has remained relatively stable since 1930, estimating between 12,000-14,000 people (Wikipedia, 2022). Yet St. Johns County has grown tremendously. There is growing tension between the city and county due to the perception that the county brings more tourists yet doesn't support the City with matching resources for management. Yet the Visitors & Convention Bureau (VCB)'s allocation of bed tax funds is restricted by state statute.

Has the "tipping point" already been reached? Is it already too late? In 2019, there were fears that this was indeed the case. City leaders expressed concern about violence downtown becoming a continuing trend. Although incidents were devastating to the community (i.e. stabbing on Spanish street, two impaired driving crashes, shots fired outside a social venue), they would not prove to be part of a trend (White, 2021). Violence and public safety incidents have remained rare and mostly isolated incidents. In fact, crime in 2020 was at a 25-year low (Clark, 2021). Managing continued growth in business development and increased visitation is the broader challenge.

Maintaining quality of life, facilitating coexistence of uses, and enhancing accessibility to downtown are the pervasive issues impacting downtown. Presence of unsheltered, panhandlers and transients (not a homogenous group) negatively impact the perception of safety, especially for women. Sound from amplified music and people leaving social venues disturb neighbors even as far as Davis Shores and Anastasia Island. Disturbances from intoxicated persons are nuisances, but also potential safety risks for impaired driving. Clearing the district quickly and efficiently after bar closing was identified as a solution to multiple challenges. After all, the faster people return home, the less problems they may cause.

A push and pull dynamic underlie many of the existential debates in the city. How can the city retain legacy residents while appealing to visitors? How can the city preserve authenticity while providing convenience and modern amenities? The fear of losing the city's charm, history and authenticity pervaded many discussions with stakeholders.

St. Augustine played a pivotal role in the Civil Rights movement. In fact, the Civil Rights Act in 1964 may not have been passed if Martin Luther King, Jr. had not stopped in St. Augustine to bolster the local protest movement prior to going to DC. Lincolnville's live music venues were also once part of the Chitlin' Circuit, which hosted prominent African American musicians. This history is not widely publicized outside of the Lincolnville Museum & Cultural Center. As the City explores how best to chart the future of the social economy, city leaders can both commemorate the past and strive to create an inclusive destination where all feel welcome.

Now is the time to capitalize on St. Augustine's many assets in preparation for the 250th anniversary of the nation's founding. In 2026, the city will be showcased in national celebrations. This is an opportunity for the City to polish the gem it has always been so it shines as a beacon of hope and resilience, where authenticity and adaption to the future are seamlessly melded together.



PROJECT OVERVIEW

RHI's Sociable City Project in St. Augustine, Florida

The Responsible Hospitality Institute (RHI) was invited to work with the City of St. Augustine to help facilitate safe and vibrant growth in the "social economy." The focus of the report's analysis and recommendations is on the social economy contained within the Historic Downtown. However, some findings and actions may address systemic challenges and issues that affect social venues citywide.

Information presented in this report was generated from a variety of sources, including RHI staff observations; virtual and on-site interviews and meetings; online research; and background reports.

Timeline

Between November 2021 and March 2022, RHI staff made three on-site visits to St. Augustine, including facilitation of engagement and information-gathering meetings, as well as nighttime observational tours of the city. Twenty-four meetings were hosted by RHI both on-site and virtually, including six roundtable focus groups and a dozen interviews. A final summary presentation will be made July 2022.

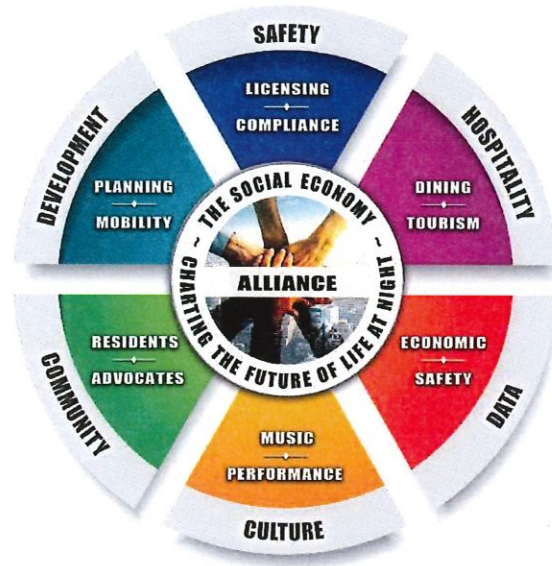
Stakeholder Engagement

Nearly 130 individuals representing 81 organizations/companies, including multiple city departments, were involved in virtual and on-site meetings. They represent a diverse cross-section of public, private and government stakeholders.



Steering Committee: The Sociable City Transformation Team

Stakeholder recruitment and outreach was provided by a steering group (formally a Sunshine Committee, per Florida statute) that strove to achieve a balance of perspectives.



The Transformation Team is a steering group of 12 Project Leaders who recognize the need for change, can mobilize stakeholders and leverage resources to ensure the project's success. Members are representative of diverse stakeholder perspectives to ensure broad input.

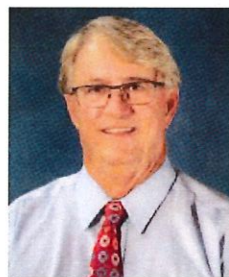
- Beth Sweeny**, Director of External and Governmental Functions, Flagler College
- Jayson Befort**, General Manager, No Name Bar
- Troy Blevins**, Consultant, Walking Man Consulting
- Jeanetta Cebollero**, Performer, Ancient City Entertainment Group
- Jon Depreter**, Retired, Planning and Zoning Board
- Tom Dolan**, Owner, Meehans
- Reuben Franklin**, Director, COSA Public Works
- Phil McDaniel**, Owner, St. Augustine Distillery
- Jennifer Michaux**, Chief of Police, St. Augustine Police Department
- Gabe Pellicer**, General Manager, St. Augustine Amphitheater
- Bob Porter**, Vice President, St. Johns County Chamber of Commerce

Support for the Project by City Leaders

The express support, participation and endorsement of key city leaders was vital to the Sociable City Project. During a virtual project orientation open to all project participants, Troy Blevins, Walking Man Consulting, welcomed the following stakeholders who provided opening remarks:



PHIL MCDANIEL
Owner
St. Augustine Distillery



JOHN P. REGAN, P.E.
City Manager
City of St. Augustine



NANCY SIKES-KLINE
Commissioner
City of St. Augustine



JENNIFER MICHAUX
Chief Of Police
City of St. Augustine

Analysis Framework: Building Blocks of a Sociable City



Project participants received e-learning trainings to learn how to evaluate a city's nighttime economy based upon "Four Building Blocks" and "Six Core Measures" of a sociable city. RHI used this framework to analyze Downtown St. Augustine to generate an action plan.

CORE MEASURE DEFINITIONS

SOCIAL VENUES	PUBLIC SPACE
 <p>SOCIAL VENUES (V)</p> <p>Social venues are defined as dining, dancing, live entertainment, theater, etc. in the city at night and the systems to recruit and retain talent. Entertainment is also measured by mix of clientele, systems for promotion, and retention of talent.</p>	 <p>PUBLIC SPACE (V)</p> <p>Public space vibrancy offers a continuum of outdoor activities such as sidewalk dining, outdoor seating, street performers, markets, food vendors, festivals, and art walks. Truly vibrant cities maintain social activity during day and night.</p>
PUBLIC SAFETY	VENUE SAFETY
 <p>PUBLIC SAFETY (S)</p> <p>Public safety in the nighttime economy requires an interagency collaboration to identify risks and coordinate intervention and education with the objective of improving compliance by nightlife venues and efficiently responding to nighttime incidents.</p>	 <p>VENUE SAFETY (S)</p> <p>Venue safety is comprised of the initiatives that venue operators and event organizers undertake to protect the health and safety of their patrons and staff at night. Collaboration with regulatory and enforcement agencies increase industry safety and compliance.</p>
QUALITY OF LIFE	MOBILITY
 <p>QUALITY OF LIFE (P)</p> <p>Quality of life in mixed-use social districts entails a balance of social amenities and requires effective management of sound, litter, trash, bio-waste and patron behavior. Updated policies, consistent enforcement and conflict resolution systems help facilitate high standards.</p>	 <p>MOBILITY (P)</p> <p>Patrons and staff need safe and convenient transport to / from social districts at night. Providing nighttime mobility options can enhance the visitor experience; ensure safety of employees who work night shifts; prevent impaired driving and alcohol-related accidents.</p>

ABOUT RHI

The City of St. Augustine commissioned the Responsible Hospitality Institute (RHI) with facilitation of a plan for the future of the historic downtown's social economy.

RHI brings decades of experience of nightlife and social economy management. A private non-profit organization founded in 1983, RHI is the leading source for events, resources and consultation services.

We help cities plan safe and inclusive places to socialize by convening diverse stakeholders to achieve a common vision.

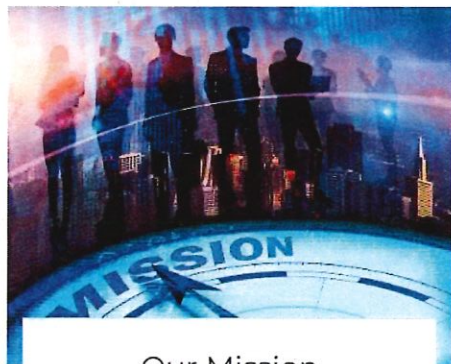
Aims of the Sociable City Project

- To preserve and advocate for the social, cultural and economic value of dining and entertainment
- To examine risk factors for crime, harm and disorder in social districts
- To sustain peaceful coexistence of residents and businesses in mixed-use areas
- To enhance communication between government and businesses regarding policy, procedures and resource allocation



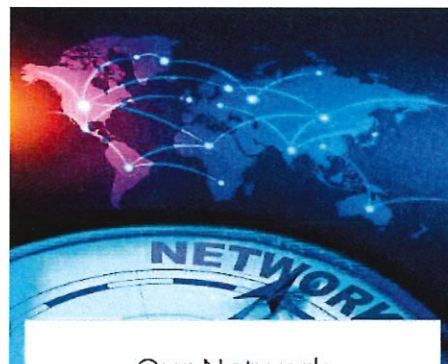
Sociable City Vision

We believe all people should have access to safe, vibrant places to socialize—regardless of age, life stage, race, ethnicity, sexual identity or disability. We help communities create diverse, welcoming social venues and districts where people have an opportunity to connect and lead more enriching lives.



Our Mission

RHI's mission is to provide technical assistance that builds local capacity; incubate and share cutting-edge information and proven strategies; and link a broad-based network of professionals who plan, manage and police nightlife districts



Our Network

RHI's influence extends throughout the world. Our services, media and events advance the professional development of nighttime managers and facilitates creation of collaborative alliances to guide the social economy

GOVERNANCE ANALYSIS: SNAPSHOT



Downtown St. Augustine has a large number of social venues, mostly serving the large tourism economy. Local government has tried to respond to this growth but has limited tools or consistent systems for oversight. Alcohol licenses are issued by the state, and local zoning and definitions have created what appears to be an uneven playing field for bars and restaurants in terms of operating requirements.

Bars and restaurants are defined in the historic core in ways that create incentives for operators to be less than forthcoming about their businesses plans. Permit costs and process reviews often push

operators to become restaurants; changes to operations are not reviewed by a renewal process, as outlined below:

St. Augustine's Historic Core: "Bar" vs. "Restaurant"		
	"Bar"	"Restaurant"
Definition	Any place that serves/sells alcohol on-premise that is NOT a restaurant	Any place that sells, dispenses prepares and serves food, refreshments or beverages from a menu
State alcohol licenses allowed	2COP: \$300-400 4COP "Quota": \$300,000-500,000	2COP: \$300-400 4COP "Quota" 4COP-SFS: \$20,000-30,000 If 150 occupancy; 2,500 sq. ft; 51% food sales
Alcohol Sales, Service, Consumption Ends	2:00 AM	2:00 AM
Live Music Allowed	Yes, with potential restrictions on amplified sound by PZB	Yes, potentially 24/hours (no mechanism to set hours of operation)
Use by Exception Permit	Yes	No
Planning & Zoning Board Review & Community Input	Yes	No
Conditions	Yes	No
Remediation & re-review if violations	Yes	No

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Enforcement of any locally placed conditions, or state level requirements, tend to happen reactively by complaint.

Based on RHI's requests for data, the City seems to lack a consistently updated database by which to track and manage licensed venues. This also can lead to uneven enforcement. In addition, the state agency in charge of alcohol license enforcement, Alcoholic Beverages and Tobacco, is understaffed for the area, so little oversight is done. There is also a lack of clarity between police and Code Compliance regarding responsibility for sound complaints, overservice, and underage drinking. Therefore, some establishments are not taken to task on violations.

City officials identified these deficiencies pre-COVID and introduced legislation to address the lack of compliance and enforcement regimens.

However, based on RHI's interviews, the process did not seem to include enough outreach to licensed operators, creating a situation of mistrust. RHI's work identified this oversight and arranged a meeting between City Manager John Regan and venue operators. As a result, the City is engaging venue operators to re-evaluate the initial legislation.



CORE MEASURES ANALYSIS: SNAPSHOT

RHI analyzed downtown St. Augustine's social economy using Six Core Measures of a Sociable City.

<p>SOCIAL VENUES: ST. AUGUSTINE</p>  <p>St. Augustine is a destination for fine dining, historic architecture and heritage sites. Weddings and tourism are now an all-season market. Annual events have grown exponentially, but they are becoming difficult for police to staff.</p> <p>There is a disconnect between residents and downtown. Many venues offer live entertainment throughout the week, but it is limited to mostly top 40 cover bands that appeal to visitors. Original music is hard to find, though local talent exists.</p>	<p>PUBLIC SPACE: ST. AUGUSTINE</p>  <p>St. George Street is a popular attraction, which leads to congestion, while other public spaces and parks are under-utilized. The street (and public space) itself has become a destination for people watching.</p> <p>Presence of unsheltered, transients and panhandlers (each a distinct population with unique service needs) generate negative perceptions of safety downtown. St. Augustine has become a destination for transients due to the climate and culture of giving.</p>
<p>PUBLIC SAFETY: ST. AUGUSTINE</p>  <p>Violent crime is rare, but when incidents do occur downtown, they result in a void of safety presence in other city zones. Downtown officers are described as "gracious" and "helpful" with a customer-service approach.</p> <p>Police are the "catch all"—responsible for crime, sound compliance, homelessness, nightlife safety AND event security. More officers are desired to increase the safety presence downtown. The PD has struggled to fill positions for nightlife that are fully funded, as well as meet event security requests.</p>	<p>VENUE SAFETY: ST. AUGUSTINE</p>  <p>Downtown St. Augustine is generally a safe community to go out at night to socialize. Some businesses have excellent approaches to manage crowds and public safety and can serve as a model for other businesses.</p> <p>Yet standards for safety and service are inconsistent due to a gap in standardization for door security and server training. The lack of formal organization among venue operators poses a challenge to improved coordination with the City, which would benefit from an industry point person to coordinate City initiatives.</p>
<p>QUALITY OF LIFE: ST. AUGUSTINE</p>  <p>Residents feel disconnected from downtown's social amenities and attribute the decline in quality of life to the influx of tourists. The rise of short-term rentals has driven housing prices up, making it unaffordable to live in the city.</p> <p>Business owners are concerned about the comfort and safety of their employees, patrons and visitors. Finding safe parking for employees and access to restrooms at night are key amenities. Concern was also expressed about meeting the sound ordinance.</p>	<p>MOBILITY: ST. AUGUSTINE</p>  <p>Highly walkable and compact, downtown was designed with historic, narrow streets. Different modes of transport are competing for limited space at different times of day. Parking is hard to find at peak times and traffic is congested day and night.</p> <p>Rideshare services (e.g. Uber, Lyft) are a key mode of transport for nightlife patrons, especially at closing time. Yet there are no current systems of coordination or designated locations for pick-up and drop-off.</p>

WOMEN'S PERSPECTIVE ON THE SOCIAL ECONOMY: SNAPSHOT

RHI conducted a focus group among women of different ages to analyze St. Augustine's downtown social economy.

Social Venues

St. Augustine has a variety of social assets downtown. Among the attractions ranked as "excellent" by the women's focus group include high quality food and beverage, engagement with art and the "street as a venue" (where walking downtown is the attraction, especially on St. George Street). Events, festivals and sporting events (e.g. hosted by Flagler College) are key attractions, which draw a wide range of ages and life stages. Colonial Oak is particularly family friendly. Downtown has room for improvement in social options after 10:00 p.m. that appeal to a 30+ mature audience.



Inclusion

The City of St. Augustine has a complicated dynamic with current and historical diversity, equity and inclusion. There is a notable lack of racial and ethnic diversity in pedestrians, patrons and owners of social venues downtown. Musical diversity is limited and there is a gap in LGBT+ social venues. Wedding planners noted that while they do have diverse wedding parties, there are few social spaces where e.g. African Americans or LGBT+ community members would feel comfortable bringing their post-wedding "after party" downtown.



Public Safety



Women are often a key barometer of safety. In fact, social preferences by women often coincide with best practices for safety in nightlife venues and social districts. The physical environment of a downtown social district has a large impact on whether women feel safe at night. Environmental cues such as good lighting, cleanliness and presence of multi-generational eyes on the street contribute to a positive perception of safety. Areas that women's focus group participants felt safest were: Plaza, Bayfront, St. George St and Hypolita St. However, participants commented that they intentionally avoid areas that are consistently dark (e.g. side

streets, alleys, parking lots) and are intimidated by groups of transients and panhandlers, especially if they are drinking in public.

Venue Safety

What makes women feel safe within social venues? Among ambience and design preferences include quiet spaces and lounges. Bathroom cleanliness and well-lit passageways are critical to a safe, comfortable social experience. Cues that an environment may be unsafe are when intoxicated people are allowed entry and served more alcohol, and where staff are seen drinking on the job.



Safety Resources for Women

- **Women Against Violent Encounters (WAVE)** class taught by PD to high school and college students about staying safe at house parties and venues through situational awareness.
- **Bathroom posters in DIY house party network**, Underwire Collective, a potential model for licensed venues.

WEDDING INDUSTRY AND THE SOCIAL ECONOMY: SNAPSHOT

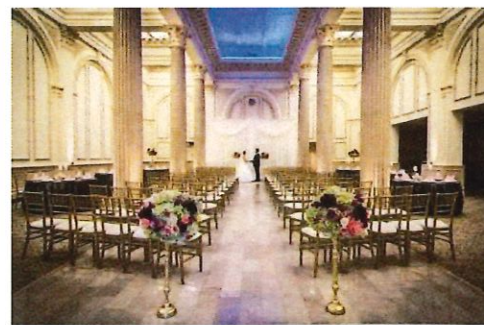


The wedding industry has a significant impact on the social economy year-round. Despite the boon to the local economy, weddings contribute to challenges in the social economy. There are concerns about the continuum of when and where drinking takes place, and the disruptions it causes to the quality of life and public safety of downtown.

Weddings comprise the majority of private events that take place downtown, but quantitative data is unknown. There are about a dozen formal wedding venues located in/around downtown, as well as several informal venues (e.g. short-term rentals for “backyard weddings”) nearby. Weddings anecdotally take place during the week and weekends year-round; one venue can even host multiple weddings simultaneously on multiple floors. Alcohol licensing, and therefore server training and security, varies, depending on the venue. Some venues have their own alcohol license associated with the property, while others rely on catering licenses. Over-consumption of alcohol has been reported at open bars. Standardization of policies for weddings (e.g. last call, refusal of service) is unknown. As part of this study, RHI worked to collect data on weddings, but only received partial data.

When weddings end (usually between 11:00 p.m.-12:00 a.m.), a crowd surge similar to bar closing time descends upon downtown social venues—potentially hundreds of people eager to continue to socialize, despite varying levels of intoxication upon arrival. Venue operators expressed concern about pre-loading among wedding guests. Anecdotal reports from venue staff indicated that some wedding guests are disruptive, demanding entry to venues or alcohol service despite already being intoxicated. Some try to occupy an entire venue for their after-party, but venue operators typically refuse due to concerns about disorderly behavior and passing of drinks to minors. Wedding attendees have also been seen to openly carry drinks; champagne bottles are often found littered downtown.

Events such as weddings contribute to impacts in the social economy that require planning, coordination, and resource management, especially for police as event security. But, there is a disconnect between the wedding industry and the City in terms of reporting, tracking and coordination of resources. Police department’s knowledge of weddings is limited to when off-duty officers are requested as event security. There is an opportunity to include wedding venue stakeholders in a broader plan for the social economy downtown.



SOCIAL ASSET INVENTORY: SNAPSHOT

Data Summary

This is a summary of available data on the mix of businesses in the Historic District. Social venues are defined as cafes, restaurants, bars, music venues and wedding venues.

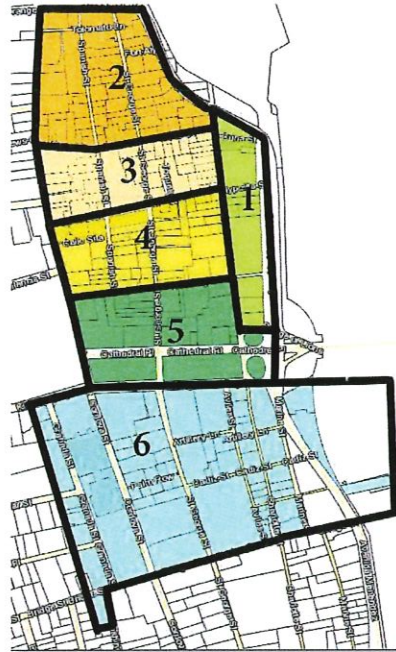
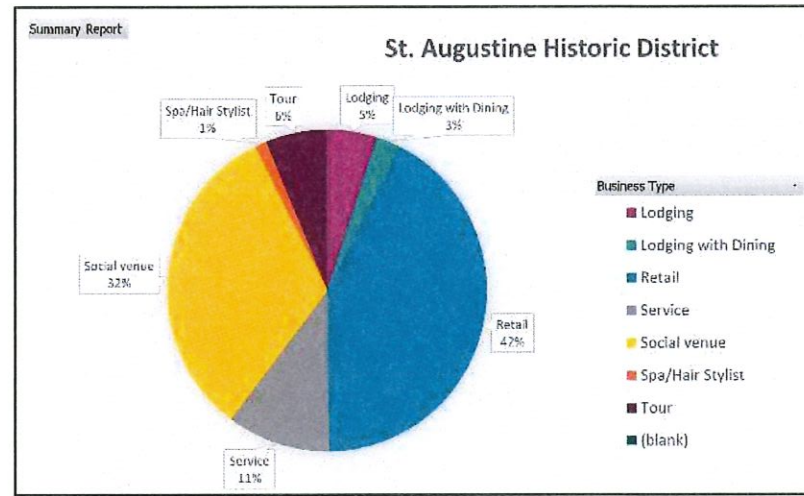
Social Venues in the Historic District

108 social venues (32.24%) of 335 total businesses

81 venues (75%) of 108 have an alcohol license

21 venues (19.44%) offer live entertainment

Total seating/occupancy: 6,470 seats



Why Should Social Venues be Analyzed?

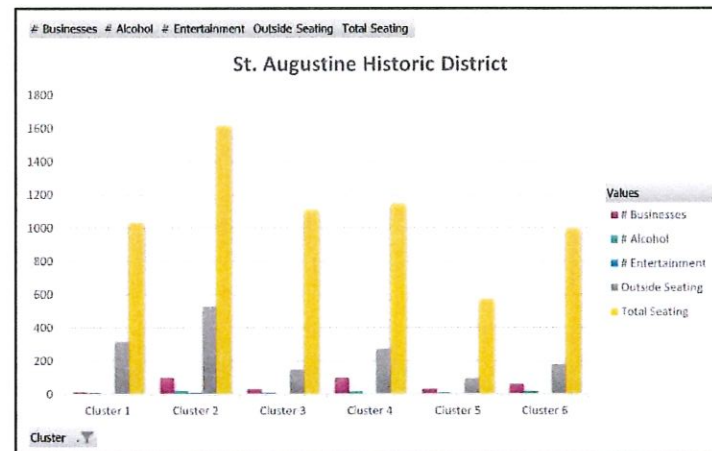
Many market forces are driving change. The loss of storefront retail is placing pressure to transition these spaces to social venues. However, social venues have a much greater occupancy for the same square footage as retail or office space. With each new social venue comes more employees and the need for parking with numbers greater than the existing use. This business use can also generate more impacts to quality of life and public safety due to nighttime hours of operation and potential patron intoxication

Cluster Organization of Historic District

The Historic District has been divided into six clusters of businesses (as pictured). The evolution of several concentrated "clusters" of social venues within the Historic District has led to perceived and real shortages of parking in several blocks, as well challenges with closing time management in certain clusters.

How can this Methodology be Used?

By dividing a district into social clusters, improvements can be planned and monitored in a more focused way. The model helps identify areas in most need of lighting, where most social venues and/or greatest occupancy are located, etc. Calls for service and last drink data can also help pinpoint response for increased compliance training of venues located in particular clusters.



ACTION PLAN: SNAPSHOT

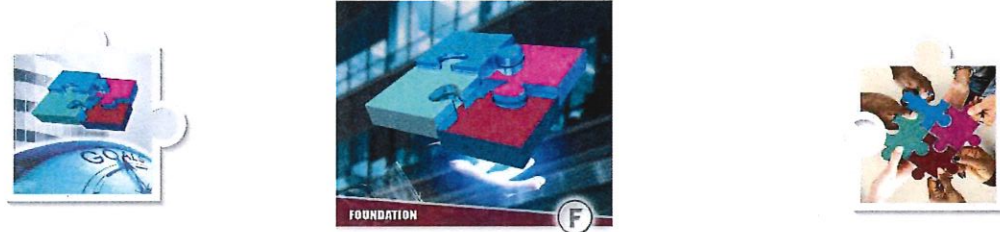
This is a one-page snapshot of all action items.

ACTIONS TO LAY A FOUNDATION FOR A SUSTAINABLE SOCIAL ECONOMY	
 <p>FOUNDATION F</p>	<ul style="list-style-type: none"> ■ Action 1: Form a Social Economy Alliance ■ Action 2: Conduct an Economic Analysis of the Social Economy
ACTIONS TO ASSURE SAFETY IN THE SOCIAL ECONOMY	
 <p>SAFETY S</p>	<ul style="list-style-type: none"> ■ ACTION 1: Facilitate Easier Access by Emergency Vehicles ■ ACTION 2: Improve Lighting In “Dead Zones” ■ ACTION 3: Form a Nighttime Social Venue Alliance ■ ACTION 4: Educate Visitors to Not Carry Open Containers
ACTIONS TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY	
 <p>VIBRANCY V</p>	<ul style="list-style-type: none"> ■ ACTION 1: Educate Visitors About Not Giving to Panhandlers ■ ACTION 2: Create More Opportunities for Original Live Music ■ ACTION 3: Update Event Procedures and Coordination
ACTIONS TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY	
 <p>PLANNING P</p>	<ul style="list-style-type: none"> ■ ACTION 1: Formalize and Raise Awareness of Rideshare Hubs ■ ACTION 2: Provide Safe, Efficient Parking for Nighttime Employees ■ ACTION 3: Bring Residents Back Downtown ■ ACTION 4: Refine Sound Management Process

ACTION PLAN: SYNOPSIS

The Action Plan was primarily generated by Roundtables input. On occasion, more than one Roundtable identified the same action. Some actions were created by RHI based on priorities identified during interviews and meetings that took place prior to the Roundtables. The Foundation section's action plan is based on RHI's research and experience with the governance systems that help sustain a nighttime economy management system in sociable cities worldwide.

ACTIONS TO LAY A FOUNDATION FOR A SUSTAINABLE SOCIAL ECONOMY



1) Form a Social Economy Alliance

Progressive cities recognize the need for a sustainable system of social economy governance. This can be accomplished in a variety of structures, such as an Office of Nightlife and Advisory Board. Dedicated staff ("Night Manager") are critical to maintain momentum and coordinate programming.

2) Conduct an Economic Analysis

Conducting an economic analysis can achieve heightened recognition and legitimacy for the social economy. Compiling and analyzing information about the fiscal, economic and employment impacts of the social economy can help establish a baseline measure to better understand patterns of growth, decline and renewal in downtown St. Augustine.

ACTIONS TO ASSURE SAFETY IN THE SOCIAL ECONOMY



1) Facilitate Easier Access by Emergency Vehicles

Emergency vehicles (e.g. fire trucks, ambulances, police cars) need to efficiently access locations when called for service. Closing strategic streets to public car access will help alleviate the challenge by removing traffic congestion and other barriers in key service areas to reduce response time.

2) Improve Lighting in "Dead Zones"

There are pockets of "dead zones" devoid of light or people in downtown's side streets and alleys. Consistent lighting can improve the perception of safety and deter crime and nuisance activities. Stakeholders will have to engage in the Historic Architectural Review Board process to ensure historic preservation standards are met.

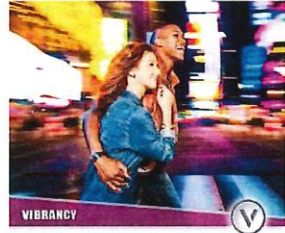
3) Form a Nighttime Social Venue Alliance

Starting a WhatsApp phone group among venues' general managers and security is one small step towards creation of a more formal Nighttime Social Venue Alliance. The Alliance can develop self-regulation standards in a guide for operation, schedule quarterly meetings with police, and coordinate training.

4) Educate Visitors to Not Carry Open Containers

Educating visitors that they're not allowed to drink from open containers downtown can reduce pre-loading and assist licensed venues from having to intervene with patrons. A marketing campaign with a video for tourists and brochure for wedding parties will be key.

ACTIONS TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY



1) Educate Visitors About Not Giving to Panhandlers

St. Augustine can break the cycle of panhandling by addressing their source of income: visitor donations. Educating visitors on how to redirect their donations to social services can make long-lasting change. An educational campaign will include brochures on existing social service agency initiatives.

2) Create More Opportunities for Original Live Music

Elevate the caliber of nighttime social experiences by offering authentic, experiential options. An ecosystem of support is critical through better connectivity between event/festival planners and local musician networks, as well as dedicated loading zones. Fostering a robust live music scene also requires a local support base and higher wages.

3) Update Event Procedures and Coordination

Enhancement of current systems that track upcoming events held on private property, especially weddings, will help the City and venue operators know when additional staff resources are needed. There is an opportunity to continue to supplement police with private security but with vetting and approval standards for public events.

ACTIONS TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY



1) Formalize and Raise Awareness of Rideshare Hubs

Rideshare services are a key mode of transport for nightlife patrons, yet there are no current systems of coordination. Rideshare hubs create designated areas for pick-up and drop-off of passengers. They help reduce traffic congestion and expedite district egress. Three locations have already been selected, but there was limited awareness, nor signage.

2) Provide Safe, Efficient Parking for Employees

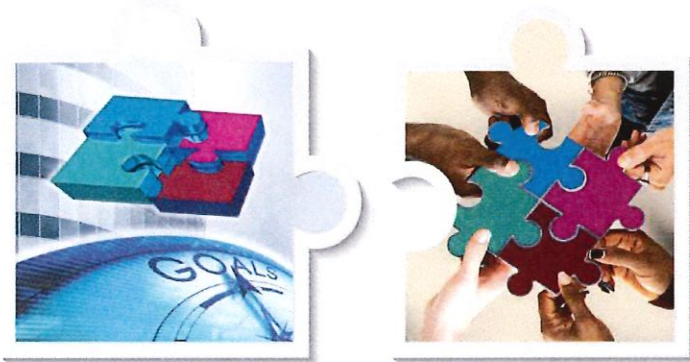
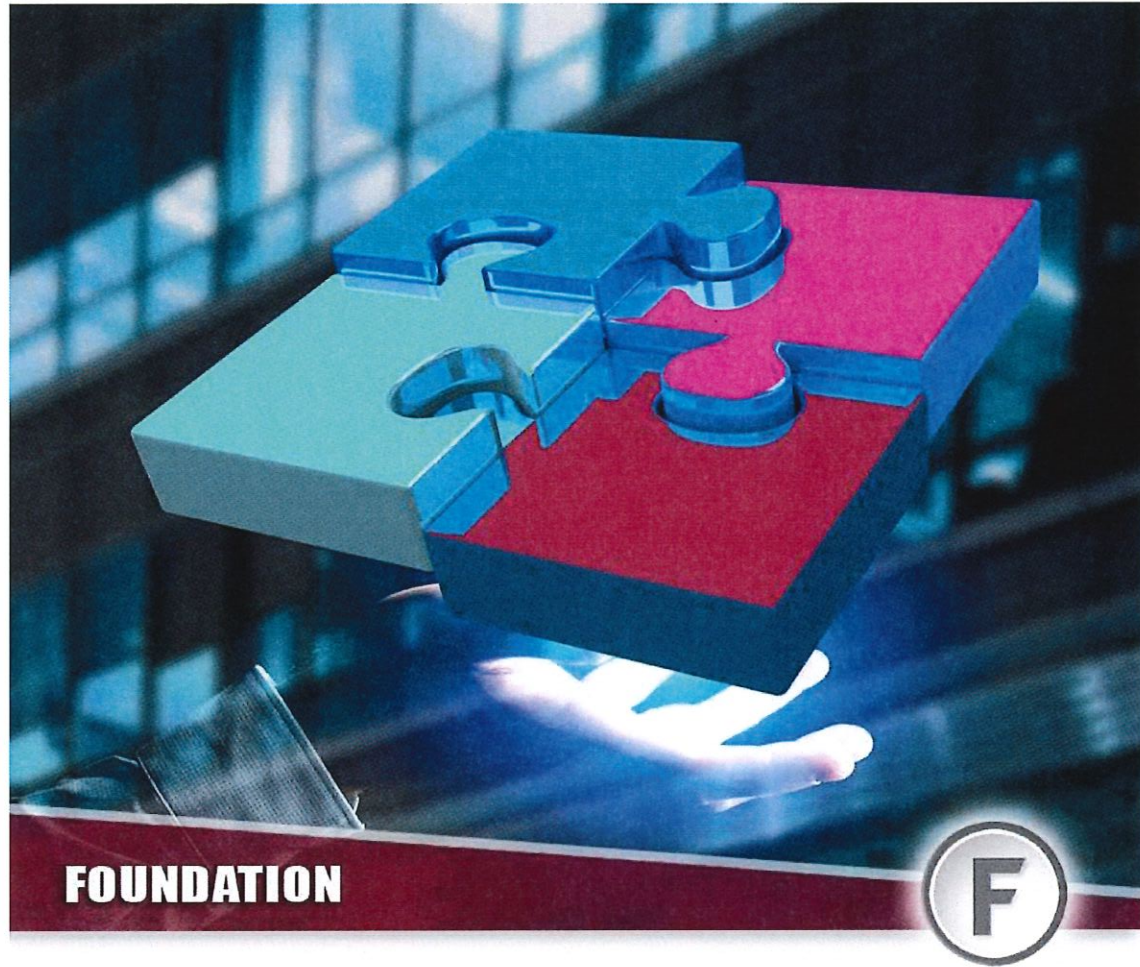
Provision of safe, efficient parking for employees who work downtown at night is key to supporting and expanding the current workforce. Explore options such as a Park and Ride location with a circulator/shuttle to pick up employees and drop them off at start and end of shift.

3) Bring Residents Back Downtown

Residents want to patronize local dining and entertainment businesses but feel disconnected from downtown. Facilitate a meeting among hospitality operators and residents to discuss amenities such as resident discounts and reservations to help restore a sense of community.

4) Refine Sound Management Process

There is a need to close loopholes in the sound management process. Revisiting the sound ordinance to set realistic sound standards for businesses, training noise control officers, creating a more robust tracking mechanism for complaints and ensuring follow-through in the judicial process will be critical.



ACTIONS TO LAY A FOUNDATION FOR A SUSTAINABLE SOCIAL ECONOMY

- Action 1: Form a Social Economy Alliance
- Action 2: Conduct an Economic Analysis of the Social Economy

ACTION 1: FORM A SOCIAL ECONOMY ALLIANCE

OVERVIEW

Cities throughout the world have recognized the need for a sustainable system of social economy governance, oversight and advocacy. This can be accomplished in a variety of structures, such as an Office of Nightlife and multi-disciplinary Advisory Board. Dedicated staff are critical to maintain momentum and coordinate programming, demonstrated in creation of “Night Manager” positions. Successful implementation will require a group of dedicated individuals working on a common vision of St. Augustine’s future as a destination for dining, entertainment and events.

NEEDS STATEMENT

St. Augustine does not currently have an organized body that represents different perspectives to examine the unique challenges and needs of a safe, vibrant social economy.

GOALS AND OBJECTIVES

The Social Economy Resource Alliance is proposed to achieve the following objectives:

- Guide government and business leaders on decision-making.
- Identify issues and remove barriers that inhibit the operation of safe, vibrant places to socialize.
- Streamline business opening and event applications to be simple and intuitive.
- Advocate for legislative changes and resource reallocation for public health and safety.
- Represent the perspective of the social economy on boards and committees.
- Facilitate implementation of priority actions.

IMPLEMENTATION

- Identify proposed members of the Social Economy Alliance.** RHI suggests a total of 12 members with 2 stakeholders representing 6 perspectives:



- Identify permanent staff to coordinate** and convene the Alliance.
- Explore how to formalize the** Social Economy Resource Alliance through either legislation, commission appointments or as an advisory group.

RESOURCES

- NITECAP Alliance is a professional organization of nighttime economy management professionals.

ACTION 2: CONDUCT AN ECONOMIC ANALYSIS OF THE SOCIAL ECONOMY

OVERVIEW

Conducting an economic analysis can achieve heightened recognition and legitimacy for the social economy. Compiling and analyzing information about the fiscal, economic and employment impacts of the social economy can help establish a baseline measure to better understand patterns of growth, decline and renewal in downtown St. Augustine.

Needs Statement

The value of downtown St. Augustine's social economy is not fully recognized, therefore opportunities may not be fully developed or supported with sufficient resources.

Goals and Objectives

The study's results can be used in a variety of ways, including:

- ▣ **Identify appropriate allocation of resources** and public safety services to better manage social activity as a continued source of economic vitality.
- ▣ **Raise public awareness about nightlife** and the social economy as a legitimate economic sector and viable economic engine by promoting their fiscal, economic and employment contributions.
- ▣ **Elevate the professional status and communication** of social venues.
- ▣ **Propel greater coordination between government and nightlife representatives** to collaborate on sustaining vitality, while also reducing safety and quality of life impacts.
- ▣ **Track industry growth and change** by conducting assessments on a regular basis.

IMPLEMENTATION

- ▣ **Determine objectives and impact types** (e.g. arts and culture, economics, fiscal revenue, community, real estate, tourism).
- ▣ **Adjust study design based on needs** (e.g. geography, industry focus, time parameters, available data, capacity of local partners and budget).
- ▣ **Collect data:** Assign roles; Create a work plan; Collect data through 3rd party data, business surveys and visitor surveys.
- ▣ **Analyze data** and create a user-friendly report geared to a range of audiences and expertise.
 - Explain methodology for analyzing data.
 - Explain how to communicate findings and list target audiences.
 - Identify policy implications.
- ▣ **Communicate findings** to key stakeholders and decision makers.

RESOURCES

- ▣ **Visitors and Conventions Bureau (VCB):** This study may be supported by the VCB if an official proposal is submitted.
- ▣ **Flagler College** may also be able to provide possible support.



ACTIONS TO ASSURE SAFETY IN THE SOCIAL ECONOMY

- **ACTION 1: Facilitate Easier Access by Emergency Vehicles**
- **ACTION 2: Improve Lighting In “Dead Zones”**
- **ACTION 3: Form a Nighttime Social Venue Alliance**
- **ACTION 4: Educate Visitors to Not Carry Open Containers**

ACTION 1: FACILITATE EASIER ACCESS BY EMERGENCY VEHICLES

This action emerged from the Public Safety roundtable.

OVERVIEW

Emergency vehicles (e.g. fire trucks, ambulances, police cars) need to efficiently access locations within downtown when called for service. Closing strategic streets to public car access will help alleviate the challenge.

NEEDS STATEMENT

According to our research, emergency vehicles have a delayed response time to access people in need due to traffic congestion, limited road space and multiple obstacles in the roadway—including improperly parked cars, pedestrians and rideshare vehicles stopping to pick up or drop off passengers.

GOALS AND OBJECTIVES

- ▣ **Reduce response time** by emergency services.
- ▣ **Improve access** by emergency vehicles by removing traffic congestion and other barriers in key areas.

BARRIERS

- ▣ **Narrow historic roads.**
- ▣ **Improperly parked cars** (over the line).
- ▣ **Pedestrians** trying to share the road with cars (pedestrian safety risk).
- ▣ **Rideshare vehicles** stopping to pick up and drop off passengers.
- ▣ **No dedicated lane** for emergency vehicles.
- ▣ **Residents live downtown**, so can't close streets completely to public access.



IMPLEMENTATION

Steps

- ▣ **Identify strategic streets to close to public vehicles at night** (making them accessible only to pedestrians and emergency vehicles).
 - Determine exact times and days.
 - Start with closing Hypolita Street.
 - Create a special pass for residents to access homes.
- ▣ **Develop signage to educate visitors of closed streets during certain hrs**
- ▣ **Research mobile emergency services** e.g. paramedics on bike.

Stakeholders

- ▣ **Parking enforcement**
- ▣ **DPW**
- ▣ **Residents** (note: Quality of Life roundtable participants expressed support for some street closures.)
- ▣ **Fire and Police** Departments

ACTION 2: IMPROVE LIGHTING IN “DEAD ZONES”

This action emerged from the Public Safety roundtable, Women’s Focus Group and multiple interviews with venues.

OVERVIEW

Consistent lighting can improve the perception of safety and deter crime and nuisance activities. To improve lighting downtown, stakeholders must engage in the Historic Architectural Review Board process to ensure historic preservation standards are met. This process can require multiple meetings over several months, but will yield long-term dividends.

NEEDS STATEMENT

There are pockets of “dead zones” devoid of light or people downtown. While St. George Street is well lit, lighting on side streets and alleys are inconsistent, with some being very dim, presenting a safety hazard for pedestrians.

GOALS AND OBJECTIVES

- ▣ **Improve lighting on strategic pathways** downtown.
- ▣ **Improve perceptions of safety** at night.
- ▣ **Reduce incidence of crime**, in part attributed to dim lighting (e.g. robberies, physical assaults).

BARRIERS

- ▣ **Lighting upgrades require review and approval** by the Historic Architectural Review Board to ensure historic preservation standards for light fixtures.
- ▣ **Architecture and design of each building determines what types of light fixtures are allowed.**
e.g. a colonial light fixture would not be allowed on a Victorian style building.

LIGHTING IMPROVEMENTS ALREADY COMPLETED AND/OR UNDERWAY

In 2014 the City reconstructed Hypolita St, Treasury St and a portion of Spanish St. The project included lighting for the streets. The City is working on reconstructing Cuna St, the remainder of Spanish St, Tolomato Ln and the Tolomato Lot. The project includes lighting and is expected to start construction the summer of 2022. When completed, a total of 66 new streetlights will be added to the downtown area. Future projects in the downtown area that will incorporate lighting will be Cordova St, Granada St, Cathedral Pl, Charlotte St. These are in the 5-10 year capital improvement window.

IMPLEMENTATION

Steps

- ▣ **Review Lighting Inventory** conducted by Code Enforcement Division as a resource.
- ▣ **Supplement and enhance** current projects already underway/planned.
- ▣ **Designate strategic pathways** to prioritize for improved lighting e.g. to parking lots and the garage.
 - **Charlotte Street** was identified by project participants for lighting improvements.
- ▣ **Engage with Historic Architectural Review Board about lighting fixtures pre-approved for different building design and materials** to create a pre-approved fixtures list. (Note: a pre-approved list exists for streetlight fixtures.)
- ▣ **Apply Crime Prevention through Environmental Design (CPTED)** principles.
- ▣ **Identify additional strategies for activation** e.g. River and Fort’s outdoor dining provides natural surveillance.

Resources

- ▣ **Lighting Inventory** completed by Code Enforcement Division.
- ▣ **Florida Power and Light** is in the process of upgrading all street light fixtures to LED fixtures.

Stakeholders

- ▣ **Code Enforcement Division** (conducted lighting inventory)
- ▣ **Venue operators**
- ▣ **Property owners**
- ▣ **Historic Architectural Review Board**

ACTION 3: FORM A NIGHTTIME SOCIAL VENUE ALLIANCE

This action emerged from the Venue Safety roundtable.

OVERVIEW

There is an opportunity to lay the groundwork for formation of a formal Nighttime Social Venue Alliance. Small steps include starting a WhatsApp phone group among general managers and security. Next steps will be development of a self-regulation standards guide for operation, scheduling quarterly meetings with police, and coordinating training. Formalizing a group will also help provide a way for the City to coordinate with the industry on new initiatives and services to benefit the industry (e.g. employee parking plan).

BACKGROUND

Proposed legislation, which will create new systems of regulation, oversight and safety management of the hospitality industry, served as the catalyst for convening venue operators. A recent meeting held March 3, 2022, convened by RHI, was the first official meeting that gathered a group of 30+ venue operators and property owners of social venues. This group has the potential to continue to meet and develop a more formal association.

NEEDS STATEMENT

Nighttime social venues are operating in isolation but dealing with many of the same challenges. In some cases, they need to forcibly remove a disorderly patron, but there isn't any way to notify other security in case this patron attempts to enter another business.

Several different groups want to better connect with the hospitality industry but don't know how. The City wants to develop an employee workforce parking program, but needs to better understand the nighttime hospitality industry's needs. The Chief Resilience Officer wants to connect to partner on flooding mitigation strategies. Residents want to connect with businesses to develop incentives for bringing back residents to downtown.

GOALS AND OBJECTIVES

- ▣ **High standards for venue operation** and safety of both employees and patrons.
- ▣ **Unified voice to advocate for changes** in policy and compliance.
- ▣ **Self-regulation, peer mentorship and education** prior to enforcement action.
- ▣ **Coordination and cooperation** of general managers and security staff.
- ▣ **Sharing of resources.**
- ▣ **Increase professionalization** of the industry.

BARRIERS

- ▣ **Privacy concerns about the WhatsApp phone group** content being used against venues.
- ▣ **Police used to organize meetings with hospitality businesses thru the County Chamber.** But, they were not well attended by late-night venues due to the early morning time.
- ▣ **Venue owners are concerned that their staff will be too busy** to constantly monitor their phones.

IMPLEMENTATION

Steps

- ▣ **FRLA (Nicole Chapman)** volunteered to set up and run the WhatsApp group as the admin. Venues need to join the FRLA to be admitted.
 - (FRLA currently helps run a WhatsApp group for hotel general managers in Duval County.)
 - Identify 1 to 2 staff per venue.
 - Provide a list of contacts to Nicole.
 - Develop guidelines of what info should vs. shouldn't be shared.
 - Send invitation to general managers and security staff.
- ▣ **Schedule monthly or quarterly meetings** to discuss common challenges and concerns and for police to explain current deployment model. Initiate exchange of cell phone numbers between venue security and police officers deployed downtown at night.
- ▣ **Create a regular schedule for collaborative trainings.** Examples:
 - **Active shooter training by police** for venues (right now it's on-demand, but there's limited awareness about it).
 - **Women Against Violent Encounters (WAVE)** about situational awareness for female nightlife patrons. The Amphitheatre is currently having all staff take this training.
- ▣ **Create a best practices guide** outlining self-regulation standards.
- ▣ **Workforce survey developed by RHI can be replicated locally and distributed to nighttime social venues.** Information to be compiled and provided to Reuben Franklin regarding data on parking needs for the nighttime hospitality industry employees. <https://www.surveymonkey.com/r/R3P2RKZ>

Resources

- ▣ **Use FRLA's Model of a WhatsApp group for the general managers of hotels.**
- ▣ **Draft of a Best Practices Guide exists** (written by a roundtable participant).

ACTION 4: EDUCATE VISITORS TO NOT CARRY OPEN CONTAINERS

This action emerged from the Venue Safety roundtable.

OVERVIEW

Educating visitors that they're not allowed to drink from open containers can go a long way in reducing the perception of a permissive environment downtown, reduce pre-loading and assist licensed venues from having to intervene with patrons when they try to enter establishments with open containers.

NEEDS STATEMENT

Open containers have been observed among downtown visitors and transients. Evidence (empty cups, glass bottles) ends up as litter downtown. Many people assume St. Augustine is similar to New Orleans, where open containers can be carried from place to place and consumed on the street; they're unaware of city ordinance banning them. There are too few officers downtown to enforce the ordinance, except in the case of transients and unsheltered populations, whom they prioritize.

GOALS AND OBJECTIVES

- ▣ **Reduce open containers** in historic core.
- ▣ **Reduce opportunities for pre-drinking** prior to patrons arriving to licensed venues.
- ▣ **Don't allow intoxicated people in to social venues** who have "pre-gamed."

BARRIERS

- ▣ **Due to the limited number of officers (and time it takes to process a citation, arrest), transients and/or unsheltered are prioritized for open container citations** as they are more likely to stay in one place and become aggressive towards visitors. It's a \$100 citation or arrestable (misdemeanor). But, if an arrest takes place, the officer will be taken off the streets for hours if not the whole night. Visitors are asked to throw their containers away.
- ▣ **Gap in community outreach officers**, who used to go to court to advocate for police officers' citation reports for things like open container violations. They played a critical role in filtering out who needed social services.
- ▣ **Not all social venues have "security staff" at the door** because many are licensed as restaurants. They may just have a host/hostess, who may be intimidated and not have the training to intervene.

IMPLEMENTATION

Steps

- ▣ **Educate venue staff** about not letting people enter or leave the premises with open cups.
- ▣ **Create a marketing video by VCB, TDC:** have fun, but stay safe (1 min video on safety rules). Display a QR code to watch. Connect with DISCUS and responsibility.org for a grant to assist in the video production.
- ▣ **Education campaign:** hotels, airbnbs, b&bs, Lyft and Uber drivers: don't carry open drinks
- ▣ **Create and distribute a guide for wedding parties** that wedding venues can distribute re: after-partying in the city (conveying community standards; rules of community e.g. no open containers, no entry to venues if people are intoxicated).
- ▣ **If ambassadors are hired**, they can be an additional way to spread the message.
- ▣ **Convene a meeting between licensed bars and restaurants with the Wedding Alliance (an association of wedding venues)** to discuss how they're part of the full continuum of social economy, and how wedding guests impact venues.

Resources

- ▣ **FRLA**
- ▣ **Wedding Alliance** (a professional association of wedding venues for the city)



ACTIONS TO ENHANCE VIBRANCY IN THE SOCIAL ECONOMY

- **ACTION 1: Educate Visitors About Not Giving to Panhandlers**
- **ACTION 2: Create More Opportunities for Original Live Music**
- **ACTION 3: Update Event Procedures and Coordination**

ACTION 1: EDUCATE VISITORS ABOUT NOT GIVING TO PANHANDLERS

This action emerged from both the Public Space and Quality of Life roundtables; presence of panhandlers was identified as a challenge in multiple meetings and interviews.

OVERVIEW

St. Augustine can break the cycle of panhandling by addressing their source of income: visitor donations. Educating visitors on how to redirect their donations to social services can make long-lasting change that can potentially help deter panhandlers from coming to downtown.

NEEDS STATEMENT

Downtown St. Augustine has become a destination for unsheltered, transients and panhandlers. Their presence creates safety concerns for employees, students and visitors. Although most are not aggressive, they contribute to negative perceptions of safety, especially for women. A panhandling ordinance is in place, but it doesn't deter their presence.

Unsheltered, transients and panhandlers are part of distinct communities with unique needs. Panhandlers are not always homeless; some have chosen panhandling in lieu of traditional work, yet have homes. Of the homeless population, only about 5% choose to live "home-free" and off the grid. Many have substance abuse issues; others need transitional housing.

When visitors give money to panhandlers, they continue a cycle of downtown St. Augustine as a destination for begging.

GOALS AND OBJECTIVES

- ☐ **Maintain the Compassionate City status** but direct funds to create change long-term.
- ☐ **Educate visitors about how to donate their money to social services** for longer-lasting change and positive impact on the lives of people in need.
- ☐ **Cut off the supply of donations to panhandlers** to make downtown a less desirable place for begging.

BARRIERS

- ☐ **Lack of awareness** among residents, businesses and employees about local social services and initiatives to address homelessness, transients and panhandlers.
- ☐ **Panhandlers are mistaken for being homeless.**
- ☐ **Police deploy homeless outreach officers, but they are limited in what they are able to do.** Being homeless and panhandling are not crimes. There are restrictions in place for the time, place and manner for panhandling.
- ☐ **Visitors** have compassion for homeless.
- ☐ **Concern over people breaking into** parking meters for the money.
- ☐ **Concern over drawing visitor attention** to the challenge the city is trying to address.

IMPLEMENTATION

Steps

- ▣ **Create educational materials for businesses and residents** about current initiatives and social services that address homelessness.
- ▣ **Create educational materials for visitors** e.g. flyers that can be distributed at hotels, airbnbs, and bed and breakfasts to educate visitors that not all panhandlers are homeless. Give info on how if they want to help, how to provide to social services.
- ▣ **Develop educational pamphlets about** what homeless are able to do vs. not do; what police are able to do vs. not do.
- ▣ **Educate residents about who are actually homeless** (St. Francis House data says 93% from the last quarter of 2021 were residents from the city of St. Augustine, many of whom are seniors on fixed incomes who cannot afford higher rents; many are working.)
- ▣ **Communicate to school groups** about panhandlers and how to donate to social services.
- ▣ **Install signage downtown** with information on how to donate to social services.
- ▣ **Create positive signage** with positive messaging e.g. Your dollar will go 15x farther if you donate to social services; keep our community beautiful.
- ▣ **Provide Homeless Outreach Team** pamphlets to distribute.
- ▣ **Create a QR code to** venmo or paypal a central social service agency e.g. Continuum of Care.
 - **Determine how funds should be distributed and by whom** e.g. should funds go to Continuum of Care?
- ▣ **Recycle old parking meters** to be used as change collectors. Station them inside hotels.

Stakeholders

- ▣ **Continuum of Care**
- ▣ **Homeless outreach teams**
- ▣ **VCB**
- ▣ **TDC**
- ▣ **Hotels**

Resources

- ▣ **Model:** Tampa has stone dolphins to put money into

ACTION 2: CREATE MORE OPPORTUNITIES FOR ORIGINAL LIVE MUSIC

This action emerged from the Social Venue roundtable.

OVERVIEW

Elevate the caliber of nighttime social experiences by offering authentic, experiential options that support the local talent pool. An ecosystem of support through better connectivity between event/festival planners and local musician networks, as well as facilitating logistical needs such as dedicated loading zones. Fostering a robust live music scene also requires a market base of support from local residents and a cultural standard for paying higher wages to performers.

NEEDS STATEMENT

Current live entertainment is oriented to tourists with cover bands that perform mainstream hits. There are minimal opportunities for local artists to showcase original music. Participants cited surveys that indicate tourists' desire an authentic experience. Fostering a strong local resident support base is also critical.

GOALS AND OBJECTIVES

- ▣ **Retain and support** local talent.
- ▣ **Attract a broader range of musicians and artists.**
- ▣ **Connect local community** with local artists.

BARRIERS

- ▣ **Live music scene** described as “tourism music, cover music and mainstream pop” catering to tourists with few gigs for original artists. The same bands have played for years and have become “saturated.”
- ▣ **No clear music signature/brand of local music** in St. Augustine.
- ▣ **Lack of local support base:** Locals don't come downtown to socialize or listen to music. Musicians expressed a need to change locals' expectations of accessing downtown.
- ▣ **Low wages paid to musicians.** Musicians don't feel valued.
- ▣ **Mass exodus of creative talent** because cost of entry is too high.
- ▣ **Hobbyist musicians** willing to perform for less; lower quality music compared to professional musicians.
- ▣ **Limited # of dedicated live music venues** (most venues are restaurants where bands perform).
- ▣ **Misperception among musicians that restaurants can't charge a cover fee.** There is no code that prohibits restaurants from charging a cover fee, but this is a common misperception. Most social venues are licensed as restaurants, even though many feature live music. Because restaurants believe they can't (or choose not to) charge a cover fee, the ability to hire high quality musicians is inhibited. Cover fees are often used to support musician costs.
- ▣ **Loading zones:** Musicians have been ticketed for unloading equipment in loading zones. The VIC parking garage is too far to unload equipment. Bands have said they get harassed while unloading equipment. This contributes to a perception that the city is “anti-musician.”
- ▣ **St. Johns Cultural Council** has limited connections with local artists and musicians.

IMPLEMENTATION

Steps

- ▣ **Book local talent for annual events** (e.g. Music in the Square, Nights of Lights, 4th of July). Connect event producers with local talent brokers i.e. Ancient City Entertainment.
- ▣ **Data Collection:** Map venues by music markets. Conduct a survey of venues and festivals **for the purposes of planning and promotion.**
- ▣ **Create a designated “musician parking pass/placard”** to identify legitimate musicians unloading equipment so they aren’t ticketed by parking enforcement.
- ▣ **Create connections between event producers** and St. Johns Cultural Council to promote artists from within the region.

Resources

- ▣ **St. Augustine Cultural Council** has Arts and Tourism Grants
- ▣ **St. Augustine Music Guild**
- ▣ **ACE Alliance: A non-profit 501C(3)** that evolved from Ancient City Entertainment. Goal is to help professionalize the music industry by offering training on taxes, contracts, creation of LLCs, etc.
- ▣ **(Past Resource): Musicians Guild of St. Augustine:** In about 2016, a networking group was formed with musicians and venue owners. It was well attended, but the group lasted less than a year.

ACTION 3: UPDATE EVENT PROCEDURES AND COORDINATION

This action emerged from interviews with police and city staff.

OVERVIEW

Enhancement of current systems that track events held on private property, especially weddings, will help key city agencies and hospitality venue operators to be aware of anticipated crowd surges downtown and better coordinate staffing needs. Revisiting city guidelines to expand event security to private security (and not just police) for events with alcohol service on public property can potentially help event planners successfully meet security needs and address officer shortage.

NEEDS STATEMENT

Events contribute to impacts in the social economy that require planning, coordination, and resource management.

Robust systems of tracking, inter-departmental coordination, risk management and operational review exist for events held on public property, but the same is not true for private events. Although private events may be smaller in occupancy than public events and festivals, the large number of events contribute to a combined potential attendance number comparable to a small-scale public event.

Weddings comprise the majority of private events that take place downtown, but quantitative data is unknown. There are about a dozen formal wedding venues located in/around downtown, as well as several informal venues (e.g. short-term rentals for “backyard weddings”) nearby. Weddings anecdotally take place during the week and weekends year-round; one venue can even host multiple weddings simultaneously on multiple floors.

When weddings end (usually between 11:00 p.m.-12:00 a.m.), a crowd surge similar to bar closing time descends upon downtown social venues—potentially hundreds of people eager to continue to socialize, despite varying levels of intoxication upon arrival. Social venues are already understaffed; knowing when to anticipate such crowd surges would be helpful for resource management.

Events (both public and private) are straining police department resources to provide sufficient staffing for both on-duty zone assignments and off-duty event requests. Certain events and concerts have required ratios for patrons to security, while some wedding venues proactively hire off-duty officers to provide security (despite the lack of security requirement for weddings held on private property). Police are required to provide security for events held on public property with alcohol service, according to the City’s Guidelines for Events Held on Public Property (2020).

The City’s Event Coordinator and the Police Department’s Special Events Scheduler both noted that certain events are becoming more difficult to staff with police. While weddings are easy to fill with police sign-ups, concerts at the Amphitheatre and some events/festivals that are city-permitted are more difficult to staff. Further, there are occasions where events have proceeded, despite not meeting required security presence, due to lack of available police officers. On rare occasions, the police chief may deem an event a public safety risk, and therefore order police to do overtime to staff the event if no one has voluntarily signed up.

GOALS AND OBJECTIVES

- ☐ **Create systems of connectivity, communication and transparency** between the City, wedding venues, and venue operators.
- ☐ **Facilitate coordinated planning of staff resources** (e.g. police, venue operations staff, etc.).
- ☐ **Update event policy to explore alternative options to police** for event security.
- ☐ **Reduce strain on the police department** from event security requests.
- ☐ **Address underlying issues for why police** may not choose to voluntarily sign up for events.
- ☐ **Ensure high standards for private security companies** if their use is expanded for events.

BARRIERS

- ☐ **Lack of data on the number of private events, especially weddings,** that take place in the City, and their approximate attendance due to a gap in a central tracking system. Further, there is no driving force (or required City touchpoint) to have event organizers report about private events.

- ▣ **Minimal touchpoints between the City and private events.** Wedding venues and private event organizers are not required to report upcoming events to the City, nor be part of the monthly event review meetings that convene multiple city agencies. *(This is not to say that there is a need, but rather to illustrate their exclusion from current systems where data is collected.)*
- ▣ **Wedding industry is difficult to define, organize and provide data.** (As part of this project, RHI requested data from venues dedicated to hosting weddings). But, it's difficult to analyze the full scope of the industry, as there are also unofficial/informal venues for hosting weddings e.g. renting a house for a "backyard wedding."
- ▣ **Guidelines for events with alcohol service held on public property require police** as the provider of event security. (Private security are only allowed to supplement the minimum required number of police.)
- ▣ **No City vetting process to approve private security** that event planners hire to supplement police for city-permitted events and/or events on public property (potential liability risk to the City).
- ▣ **Police as event security are based on voluntary sign-ups for off-duty work.** Despite city requirement for police to provide minimum security (and permits issued by the City for events that expect police to provide staffing), working off-duty at events is at the discretion of officers. (The only exception is for the two city-sponsored events, Fourth of July and Nights of Lights' kick off.) Some events are more preferable than others. Types of events:
 - **Weddings are highly desired and easy for police to fill requests** because they usually just require one officer, they're inside with AC, meals are served, and each wedding party is considered the employer (not the venue itself), so police don't have to submit a 1099 if paid less than \$600.
 - **St. Augustine Amphitheatre hosts 60-80 events annually** with each event requiring 4-7 officers, depending on the crowd. These are difficult to fill with requested police because after working about two concerts, officers will have made about \$600, so any further work would require submission of a 1099 form for taxes; payment takes 2-4 weeks.
 - **City-Permitted Events (e.g. 5k runs, parades, festivals on Francis Field),** which may require 2+ officers depending on crowd size. Some private event organizers are notorious for paying later than the requested 2-3 week time period. If events are for a few hours, some officers prefer not to break up their day to make a small amount of money.

IMPLEMENTATION

Steps

- ▣ **Request that dedicated wedding venues add their upcoming weddings with an approximate # of attendees to the existing Google Calendar** (maintained by the city's Events Coordinator).
- ▣ **Create a communication system for hospitality operators to be notified about upcoming weddings** for the next month with potential combined occupancy from multiple venues.
- ▣ **Consider revisions to city's event guidelines to expand security providers to include private security** for events held on public property that serve alcohol.
- ▣ **Set minimum standards for private security providers** that are hired by event planners to supplement police for events that require city permits and/or on public property. The purpose is to ensure safety standards are met for private security companies and to mitigate potential liability to the city if an incident occurs involving private security companies for events.
- ▣ **Explore how to address barriers** to working events identified by police.

Resources

- ▣ **City's Events Review Committee** convenes multiple city agencies every Wednesday to review upcoming city-sponsored events or private events that will take place on city property. The committee meets with the event organizer to review the operations plan for mobility, crowd management and risk mitigation. City-permitted events must be approved 6 months in advance to ensure sufficient management resources are planned for.
- ▣ **City's Event Coordinator** (Cori Niles).
- ▣ **Police Department's Special Events Coordination staff** (Jeff Truncellito).
- ▣ **Google Calendar exists for City-permitted events and some weddings on public property.** The City's Events Coordinator maintains a calendar outlining all public events, private events on public property and some partial data on weddings (if, say, a wedding party needs approval to host part of the wedding on public property e.g. Lightner Museum's courtyard).
- ▣ **Wedding Alliance.**
- ▣ **VCB** (a resource for event information and calendar hosting).



ACTIONS TO PLAN FOR PEOPLE IN THE SOCIAL ECONOMY

- **ACTION 1: Formalize and Raise Awareness of Rideshare Hubs**
- **ACTION 2: Provide Safe, Efficient Parking for Nighttime Employees**
- **ACTION 3: Bring Residents Back Downtown**
- **ACTION 4: Refine Sound Management Process**

ACTION 1: FORMALIZE AND RAISE AWARENESS OF RIDESHARE HUBS

This action was identified in both the Public Safety and Mobility roundtables.

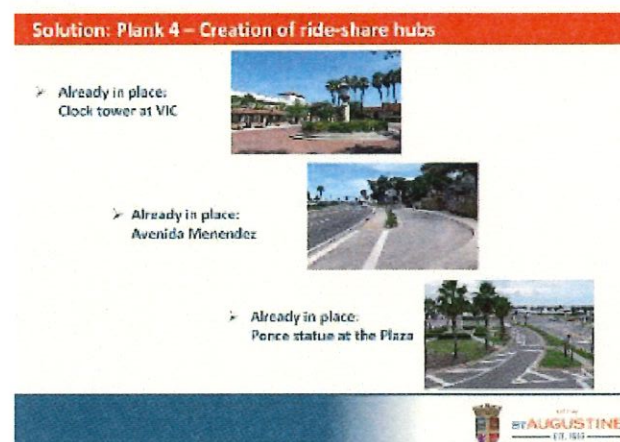
OVERVIEW

Rideshare hubs create designated areas for pick-up and drop-off of passengers. They help reduce traffic congestion and expedite district egress for nightlife patrons to return to their residence safely.

NEEDS STATEMENT

Rideshare services (e.g. Uber, Lyft) are a key mode of transport for nightlife patrons to access and leave downtown. Yet there are no current systems of coordination for pick-up and drop-off. Narrow roads lead to traffic congestion from cars and waiting passengers, delays in pick-up and pedestrian safety challenges when trying to access vehicles. Emergency vehicles cannot access the area. The longer that crowds linger, there are more opportunities for fights and sound disturbances to occur.

Three rideshare hub locations have already been selected, per a presentation by City Manager John Regan²: (1) Clock Tower at Visitor Information Center (VIC); (2) Avenida Menéndez; (3) Ponce Statue at the Plaza. However, only one is being used informally. There was limited awareness about the hubs' locations, nor signage to designate their authorized use as rideshare hubs.



GOALS AND OBJECTIVES

- ▣ Expedite district egress at closing time by improving efficiency for passenger pick-up.
- ▣ Decrease impacts generated by sound disturbances, fights and disorder from lingering crowds.
- ▣ Prevent impaired driving and reduce alcohol-related accidents and injuries; increase pedestrian safety.
- ▣ Reduce traffic congestion associated with ride-share services; provide access by emergency vehicles.
- ▣ Increase natural surveillance in strategic areas, thus enhancing public safety.

BARRIERS







- ▣ Limited awareness among participants about city's intention to use the three selected locations as rideshare hubs.
- ▣ Signage: No signage authorizing locations for ride-share vehicle use; no wayfinding signage to direct passengers.
- ▣ Taxi Stand Locations: Rideshare vehicles aren't allowed to use taxi stand locations per code.
- ▣ Lighting: Some of the three selected ride-share hub locations have dim lighting, which could be a barrier to use.
- ▣ Perceived inconvenience by patrons to walk to a new location when they are accustomed to being picked up directly in front of businesses.
- ▣ Process of engaging rideshare services to update their apps to direct passengers to the designated hubs and communicate with drivers about new procedures for nighttime pick-ups downtown.
- ▣ Surge pricing for rideshare services on weekend nights and during events make them expensive to use.
- ▣ Cell phone reception is limited to call for rideshare services when there are large numbers of people downtown.

² Quality of Nightlife Strategic Plan presented to the City Commission on August 12, 2019 by City Manager John Regan

IMPLEMENTATION

Rideshare Hub Locations: Challenges to Overcome

Each of the three selected locations have unique barriers/challenges to be overcome for them to succeed.

<p>Clocktower at VIC</p> 	<p>Challenge: Dim Lighting at Night</p> 	<p>Current Signage</p> 	<p>Current/Future Use Proposed staging area for horse carriages. Current staging area for trolleys, trains and holly jolly trains during Nights of Lights.</p>
<p>Avenida Menendez</p> 	<p>Challenge: No Coordination The area is congested with rideshare vehicles trying to access passengers and vice versa. No coordination of line queues.</p>	<p>Current Signage Authorizes trolleys to use the area.</p>	<p>Current Use Being used informally as a rideshare hub (because located in front of No Name Bar and White Lion).</p>
<p>Ponce Statue at the Plaza (In Front of Market)</p> 	<p>Challenge: Dim Lighting at Night While technically lit, lighting is somewhat dim. When vendors set up in the Market, there is enhanced lighting.</p>	<p>Current Signage Authorizes sightseeing vehicle and taxis to park there.</p> 	<p>Current Use Trolleys use it to turn around; Uber Eats parks there for pick-up; Nightlife patrons and employees illegally park there.</p>

Steps

1. **Conduct research:**
 - o Review RHI's case study on Orlando's rideshare hubs.
https://sociablecity.info/resources/case_studies/orlando_hub.pdf
 - o Contact other cities with rideshare hubs e.g. DC, Pittsburgh, Orlando
2. **Convene stakeholders (listed below) to re-confirm the 3 locations selected are the most appropriate:**
 - o Identify each location's unique needs and how to remove barriers to improve use.
3. **Determine hours of operation** for the rideshare hubs (i.e. at what time, days will they operate?)
4. **Begin engagement with Uber and Lyft** to discuss the process of updating their apps to direct downtown passengers to be picked up and dropped off at the rideshare hubs.³
5. **Review and update current signage to:**
 - o Designate locations as rideshare hubs with hours of operation
 - o Authorize rideshare vehicles to use the locations
 - o Provide wayfinding to direct passengers to their locations
6. **Review and upgrade lighting** for the rideshare locations' use at night.
7. **Create a public education and marketing campaign.**
 - o Create radio, newspaper, print and social media ads
 - o Distribute materials to hospitality venues open at night
 - o Educate business operators and staff
8. **Launch rideshare hubs and determine additional amenities.**
 - o Determine public safety staffing needs to monitor area.
 - o Determine if public restrooms can be provided/opened e.g. at the Clocktower VIC.
9. **Provide an education and notification period** for violators.
 - o Notify Ubers, Lyfts they must use the rideshare hubs.
 - o Notify illegally parked cars that they will be towed starting on a certain date.
10. **Begin enforcement:**
 - o Ticket rideshare vehicles that are operating in non-designated areas.
 - o Ticket parked cars that are illegally parked in rideshare hub locations.

Stakeholders

- Reuben Franklin, DPW (Rideshare hubs are an action item in the comprehensive mobility plan.)
- Police Department's Community Affairs Officer, nighttime beat patrol officers , traffic control officers
- Planning Department
- Rideshare service providers: Uber, Lyft
- Venue Operators to communicate to patrons
- Mobility operators (who will share rideshare hub locations): trolley service providers, taxi companies
- Parking Department (for enforcement at night)
- Code Compliance Division (for enforcement)

³ St. Augustine Police Department's Community Affairs Officer, Dee Brown announced on 2/28/22 he would initiate contact.

ACTION 2: PROVIDE SAFE, EFFICIENT PARKING FOR NIGHTTIME EMPLOYEES

This action emerged from both the Mobility roundtable and interviews with venue operators.

OVERVIEW

Provide safe, efficient parking for employees who work downtown at night. Explore options such as a Park and Ride location with a circulator/shuttle to pick up employees and drop them off.

NEEDS STATEMENT

Employee parking is a significant concern for downtown business owners. When garages and lots fill up, especially during night shifts and during events, employees find DIY places to park: in residential neighborhoods, on side streets and in “hidey holes” near their place of employment.

Residents are frustrated by employees parking in neighborhoods. **Employees are frustrated** by parking tickets, which may be almost as much as the money they made that day. **Employers identified parking availability as a barrier** to hiring workers.

Safe passage to parking is a concern for employees who may be carrying cash tips. Some businesses have a policy of walking female staff to cars to ensure their safety. Employees have reportedly quit due to safety concerns around parking.

GOALS AND OBJECTIVES

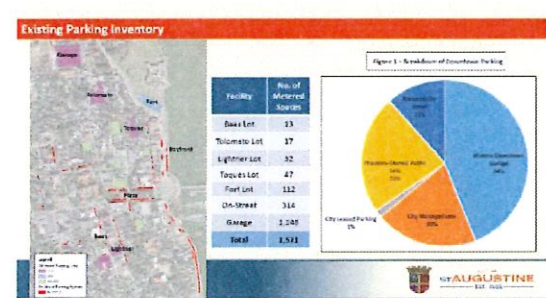
- ☐ **Ensure sufficient parking availability** in designated locations for employees
- ☐ **Reduce illegal parking** by employees.
- ☐ **Provide safe passage for employees** to parking areas.
- ☐ **Provide incentives to business owners** to help employees access safe parking (instead of penalizing them).

BARRIERS

- ☐ **No organized data on the downtown workforce or their parking needs**, especially nighttime hospitality employees.
- ☐ **Parking Cost:** A parking pass in the 1 Cordova Street garage is \$30-33/month for residents who are employees, but this discounted rate doesn’t apply to employees who are not residents of the city (e.g. if they’re a resident of St. Johns County). Some employers cannot afford to purchase parking passes for all employees.
- ☐ **Parking Supply:** The parking garage on 1 Cordova St is sometimes full on weekends between 4:00 p.m. – 2:00 a.m., as well as during events. Parking is typically available starting at 9:00 p.m. (but hospitality employees arrive earlier).
- ☐ **New Parking Garages are Contentious:** Community pushback against City’s proposal to build more parking garages downtown due to the concern that it would bring even more visitors.
- ☐ **Lack of alternative transportation to access downtown:** There are no alternative mobility options for employees to access downtown and return home at night (rideshare is expensive), especially if they live outside the city.

Current Parking Inventory

There are a total of 1,571 parking spots available in lots, the garage and on the street.⁴



⁴ Parking Rate Analysis & Revenue Discussion Presentation (June 24, 2019)

IMPLEMENTATION

Steps

- Data Collection** (see survey image)
 - o How many employees are there downtown? (Or are we just focusing on nighttime employees)?
 - o If fully staffed, how many employees would businesses have? How many do they have currently?
 - o When do their shifts begin and end? Where do they live?
- Workforce survey developed by RHI** to be replicated locally and distributed to nighttime social venues. Information to be compiled and provided to the Mobility Coordinator to provide needed data on parking needs for the nighttime hospitality industry employees. <https://www.surveymonkey.com/r/R3P2RKZ>
 - o Convene a meeting between City's Mobility stakeholders (see list below) and hospitality venue operators to discuss: |x Employee parking needs.
 - o Explore potential options for employee parking to determine strategies that will be most used.
 - o Identify location for a dedicated Park N Ride with a circulator/shuttle to provide safe transport.
 - o Explore a resident permit parking program to ensure sufficient parking for residents.
- Begin education and marketing campaign**
 - o Provide information to hospitality venue operators. **Move forward with strategies:**
 - o Track usage numbers.
- Conduct check-in with venue operators**
 - o Find out how the program is working; what are the barriers to expanding use.
- Begin education process** (notices of violation for parking in residential permitted areas)
- Begin enforcement process** for violators who park in residential permitted areas.

STAKEHOLDERS

- Reuben Franklin**, DPW (Rideshare hubs are an action item in the comprehensive mobility plan.)
- Xavier Pellicer**, Mobility Manager
- Denise Medrano**, City's Parking and Garage Supervisor
- Tarra Bennie**, City's Parking Supervisor
- Hospitality venue operators** and staff.

*** 1. Business Name:**

*** 2. Business Street Address:**

*** 3. Your name (First, Last):**

4. How many employees does your business currently employ?
 How many employees are full-time?
 How many employees are part-time?

5. If your business was fully staffed, what is your ideal number of employees?
 How many employees would be full-time?
 How many employees would be part-time?

6. When do your employees...
 Begin their shifts:
 End their shifts:

7. How do your employees commute to work?
 Car
 Public Transportation
 Walking
 Small Vehicle (bike, scooter, etc.)
 Other (please specify):

8. Where do your employees live? Where are they coming from?

9. On an average day, how many employees (full-time and part-time) drive to work and require parking?

10. On an average day from Monday to Thursday, how many employees (full-time and part-time) are working during the following time periods?
 Day (before 5 PM):
 Evening (from 5 PM to 10 PM):
 Night (from 10 PM to closing):

11. On an average day from Friday to Sunday, how many employees (full-time and part-time) are working during the following time periods?
 Day (before 5 PM):
 Evening (from 5 PM to 10 PM):
 Night (from 10 PM to closing):

ACTION 3: BRING RESIDENTS BACK DOWNTOWN

This action emerged from the Quality of Life roundtable.

OVERVIEW

Residents feel disconnected from downtown and want to patronize local businesses, but need special incentives and barriers removed.

NEEDS STATEMENT

Residents don't often engage in downtown's assets. They live near dining and entertainment options but don't have an opportunity to participate in them due to the overwhelming presence of tourists.

September is considered "Resident/Reduced Month" due to the decline in tourism (because it's hurricane season). Unofficially, historic sites offer residents free access to attractions. But, some of the promos offered don't align with residents' interests (e.g. not interested in a discount on trolleys).

GOALS AND OBJECTIVES

- ☐ **Connect residents with downtown** to restore a sense of community.
- ☐ **Create a local resident patron base.**

BARRIERS

- ☐ **Factors that contribute to inconvenience:** difficulty finding parking, long wait times, restaurants don't take reservations. Addressing mobility in accessing downtown amenities is the primary barrier to be removed.
- ☐ **Resident Month (September) targeted by TDC** to bring in more tourists because it's known as a slow tourism month.

IMPLEMENTATION

Steps

- ☐ **Convene a meeting of hospitality operators with residents.** Discuss what residents want and how hospitality operators could realistically provide opportunities for residents.
- ☐ **Explore incentives for patronage** e.g. limited reservation system to hold 10% seats, 10% discount for residents.
- ☐ **Engage young new residents** (average age of new residents per TDC is mid-30s with families).
- ☐ **Partner businesses with neighborhood groups** so residents host social events and meetings downtown.
- ☐ **Gather data:** How many permanent residents are still living downtown? Compare utility bills of the resident population from 2010 to 2020 to see how many people live in the downtown core vs. migrated outside the city.

Resources

- ☐ **Key West a model.**
- ☐ **Neighborhood Council** of St. Augustine

ACTION 4: REFINE SOUND MANAGEMENT PROCESS

This action emerged from interviews with Venue operators and City Staff.

OVERVIEW

Sound is a complex and challenging topic. No other issue is quite as contentious as sound, especially when it prevents residents from sleeping. There is a continuum of needs from the measurement of sound, enforcement to legal processing. A snag in one part of the system will create loopholes and dissatisfaction.

NEEDS STATEMENT

The City of St Augustine's noise control ordinance is, in general, fairly robust. It defines both A and C weighted measures and uses measurements in relation to ambient. It also defines a sound meter and requires ANSI standards be used when measuring sound. However, while it defines a "Noise Control Officer," it's unclear who or under what supervision these officers exist (i.e. police, code enforcement, other). Also, it charts allowable dB levels through the city only in A weight. Testing procedures are outlined well throughout, and in particular spells out testing at the receiver's dwelling and C weight measurements are mentioned relative to ambient sound. Overall, it seems the tools exist but are not being used as well as they could be. Improvements would include a procedure to set sound levels for social venues when they begin operations, thresholds set for violation related to ambient sound, regardless of time of day.

Sound enforcement is a process rife with frustration on the part of the enforcers, the enforced upon, and complainants. Business owners feel the current sound ordinance impedes their ability to play live music, as the ordinance doesn't adjust for ambient sound. Residents are frustrated by the lack of relief in being able to identify and mitigate the source of sound, especially when sound travels across water. Police are stymied by a difficult measurement process, which requires measurements from a complainant's location (at the receiving end). Data systems are unable to track frequent sound violators and there are no consequences against the venue itself. Meanwhile, even when a sound violation does reach legal processing, judges dismiss the case, making it a perceived "waste of time" to begin with.

GOALS AND OBJECTIVES

- **Create realistic sound standards** for businesses to abide including a sound level for A and C weights when in operation. This could apply to both indoor and outdoor venues.
- **Achieve a balance** of business operations with residential quality of life.
- **Ensure legal follow-through** for violations.
- **Designate Noise Control Officers to work under one agency**, and train them with sound meters as described in the ordinance.
- **Create data systems to track all complaints (not just sound)**, like 311, to track frequent violators and complainants.

BARRIERS

- **Sound travels across the water**, so residents as far as Anastasia Island and Davis Shores may be impacted by amplified music and other nighttime sound disturbances that originate in the downtown historic core.
- **Ambient sound on St. George Street** can sometimes be higher than the sound ordinance allows inside a business for amplified sound.
- **Process for Sound Readings:** It can take about 30 minutes to do a proper sound reading (after police retrieve their sound meters from the police station). One officer is deployed to where the complainant is located (at the property line) and another is deployed to venue where the source of the sound is suspected. The two officers coordinate identification of the venue based on the lyrics heard. But, the most common complaint is about bass sound, so the officer must go inside the home to take a reading.
- **Police are the only agency** certified to do sound measurement and enforcement. Code Enforcement Division plans to have officers certified, but it requires a Rutgers University expert to be paid to provide the class.
- **Sound ordinance:**
 - **Doesn't adjust for ambient sound** (when determining acceptable DB limit for businesses' amplified music).
 - **Measures sound from the complainant's/receiver's property line.** If a complainant is in e.g. Davis Shores, no visible sight line can be established for the source of the sound. The complainant must be willing to be listed in the report; they can't be anonymous.

- ▣ **Citation for the sound violation goes to the bar manager or bartender on duty.** There is no consequence to the actual venue, venue owner or landlord, even for frequent violations.
- ▣ **Legal Processing of Sound Violations:** Judges reportedly either drop the charges or waive the fine (so there are minimal consequences. Some police are frustrated, as sound enforcement is viewed by some as a “time waster.”
- ▣ **Data Collection Process for Sound Complaints:** Noise complaints compiled by police only show the dispatch location (to the complainant’s location), which doesn’t necessarily correlate to the originating source of the sound (e.g. business location).

IMPLEMENTATION

Steps

- ▣ **Review and upgrade sound ordinance:**
 - Enforce sound from the source of sound’s property line, as opposed to the receiver’s location.
 - Adjust for ambient sound based on the time of day or night. (Make allowances for businesses to operate music a certain # decibels above ambient.)
 - Create a procedure to set sound levels for social venues when they begin operations so that they are aware if they are in compliance or not.
- ▣ **Identify funding source to bring the Rutgers University** sound class to the Code Enforcement Division.
- ▣ **Move forward with plan to have Code Enforcement Division supplement police resources with sound enforcement at night.** The division will be able to issue a “code notice” which deems a property a nuisance after a certain number of violations.

STAKEHOLDERS

- ▣ Residents
- ▣ Social venues
- ▣ Police
- ▣ Code Enforcement Division

GOVERNANCE ANALYSIS: DETAILED SUMMARY

Management of Alcohol Licenses

In St Augustine, social venues are a large and important part of the tourist economy. Local government has tried to respond to this growth but has limited tools or consistent systems for oversight. Alcohol licensing is handled primarily by the State of Florida, with some local control related to hours of service. Local municipal code struggles to provide adequate and useful distinctions between bars and restaurants, and as such, business owners are incentivized to be less forthcoming with operating plans to obtain permissions without scrutiny.

Distinctions between a “Bar” and “Restaurant”

The chart below illustrates how the definitions of “bar” and “restaurant,” and the associated costs, can drive decisions by business owners who want to pay less money and avoid more scrutiny via a public hearing process. The definitions below are city defined, which differs somewhat from the state.

St. Augustine’s Historic Core: “Bar” vs. “Restaurant”		
	“Bar”	“Restaurant”
Definition	Any place that serves/sells alcohol on-premise that is NOT a restaurant	Any place that sells, dispenses prepares and serves food, refreshments or beverages from a menu
State alcohol licenses allowed	2COP: \$300-400 4COP “Quota”: \$300,000-500,000	2COP: \$300-400 4COP “Quota” 4COP-SFS: \$20,000-30,000 If 150 occupancy; 2,500 sq. ft; 51% food sales
Alcohol Sales, Service, Consumption Ends	2:00 AM	2:00 AM
Live Music Allowed	Yes, with potential restrictions on amplified sound by PZB	Yes, potentially 24/hours (no mechanism to set hours of operation)
Use by Exception Permit	Yes	No
Planning & Zoning Board Review & Community Input	Yes	No
Conditions	Yes	No
Remediation & re-review if violations	Yes	No

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Perception of an Uneven Playing Field

Overall, there are systems in place that create what appears to be an uneven playing field from the standpoint of nightlife operators.

Restaurants in the historic core are not required to obtain a “use by exception” permit (as are bars), are exempt from a Planning and Zoning Board review and community input. There is little, if any, enforcement of the requirements regarding percentage of food sales versus alcohol. The state definition of restaurant does include a size requirement (minimum square footage), which potentially limits the development of smaller dining options. The cost of an alcohol license for a restaurant is substantially less than the cost of the same for a bar.

Consequently, there are a small number of “bars” in the downtown core, and those owners may feel as if they spent more money and time and have conditions placed on their licenses via the Planning and Zoning Board that others don’t have. Additionally, conditions are placed on a case by case basis based on a set of criteria, but the result is

inconsistency between similar businesses., and a lack of institutional memory, presumably by the Board members or staff. The lack of enforcement tools by City Departments means that neither bars nor restaurants are taken to task very often for violations.

It is our view that improving the definition of bars or restaurants is not likely to solve issues. What is more important is the mixture of people, alcohol, and other activities (eating, dancing, music, etc.). Risk factors increase over time, so regulation should not be as concerned with the definition of a venue, but how it handles these risk factors, particularly if a venue operates at night.

Government Tracking of Licensed Venues



Many businesses (non-hospitality) in the city open and operate without many touches to government. Not so with alcohol licensed establishments. However, RHI's process did not identify a robust, shared database accessible to different city agencies or a tracking system to be able to quickly review state alcohol licenses and local conditions for each business. The data may certainly be available, but improvement on its location and shareability is indicated.

Locally, the city requires a Business Tax Receipt, which indicates payment of the local business tax each year. Renewals are required annually. However, it was clear

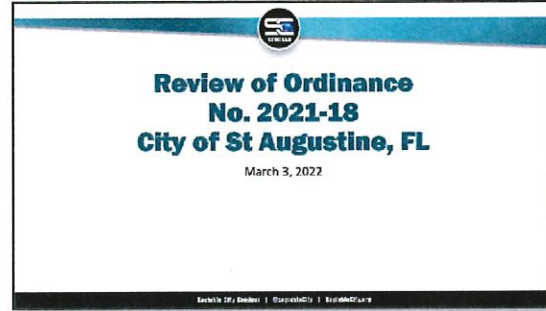
based on RHI's request for a list of businesses by type of alcohol license and operating conditions set locally or otherwise, that the city may not retain this information in an easily accessible manner. This fact implies a disconnect between departments that issue licenses (P&Z Board and also Tax Collector) and those that enforce code and conditions (Police and Code Enforcement).

The businesses themselves are often unclear on what they are expected to be doing (and not doing) and this flows directly from the lack of process at the City level.

Gaps in Enforcement and Compliance Tools

Alcoholic Beverages & Tobacco (ABT) is understaffed and not able to regularly monitor the venues they license. St. Johns County is part of a region with 8-10 counties and only about 8 officers. The police are therefore expected to enforce the businesses that operate at night, but they are understaffed and see code compliance as a lower priority compared to other safety concerns. There is a plan to staff up Code Enforcement in the City, and the City Manager has appointed the retired police chief to head up Code Enforcement and make necessary changes. Code Enforcement's work will benefit from a current list of businesses that have any type of city and state licenses, as well as any conditions that may have been placed on those licenses.





Proposed Legislation

City departments that handle only parts of the permit and licensing process are frustrated by the lack of tools to ensure compliance from businesses.

In recognition of this, local legislation was introduced in 2019 to provide those tools, including a local permit that provides operating conditions, and a scheme for code enforcement.

However, city staff unintentionally did not conduct what RHI would consider sufficient outreach to those impacted

businesses, and as such, an air of mistrust was created and uncovered through our work.

Additionally, COVID changed the landscape for many business owners, so the legislation also needed to be adapted to current issues and market forces post-COVID.

RHI convened impacted business owners on March 3, 2022 regarding the proposed legislation. With the help of the City Manager, those operators (now loosely organized) are working with the city on modifications to the ordinance in a timeframe that is deemed appropriate. In the meantime, Police and Code Enforcement respond to complaints regarding over-service and quality of life issues without much power to make change.

(For a summary of the March 2022 meeting, See APPENDIX II: VENUE LEGISLATION MEETING SUMMARY.)

CORE MEASURES

PLANNING

MOBILITY
QUALITY
OF LIFE



SAFETY

PUBLIC SAFETY
VENUE SAFETY

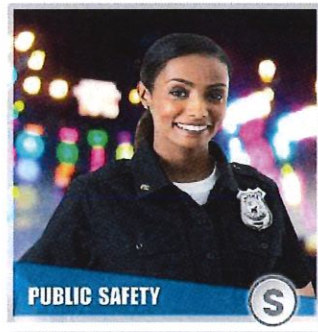


VIBRANCY

PUBLIC SPACE
SOCIAL VENUES



CORE MEASURE 1: PUBLIC SAFETY



St. Augustine is notable for a positive view of the police expressed by diverse stakeholders interviewed for this project—from venue operators to community members. Officers out at night are described as “gracious, helpful, approachable, and highly responsive to calls.” They have a tourism-oriented approach with emphasis on customer service. The primary goal is to help visitors safely reunite with friends to get home safely. There is a disincentive to arrest people, given the time and resources required, which removes officers from the field.

However, there are too few officers out at night given the large number of downtown visitors. In part, this is due to the funding structure of the county and state (based on residential population, which has remained steady despite exponential growth in the county and a dramatic increase in visitors). The City has

struggled to fill positions dedicated to nightlife that are fully funded. Like police departments nationwide, the City is affected by a national hiring shortage of police officers.

Police have become the “catch all”—responsible for both crime and quality of life issues. Officers are deployed to monitor safety in four zones in the city; they are also responsible for providing event security (e.g. weddings, concerts), sound compliance/enforcement, addressing issues with the unsheltered, traffic control and nightlife safety. At any given time, there may be more officers working off-duty than on-duty, reducing ability to maintain zone integrity.

Desire was expressed for greater visibility of a safety presence downtown. In lieu of more police officers, other cities use a combination of safety ambassadors with other safety agencies to form an inter-agency collaboration deployed at night. These approaches are not currently being employed downtown. Violent crime is rare, but when incidents do occur downtown, they result in a void of safety presence in other city zones.

STRENGTHS	CHALLENGES
<ul style="list-style-type: none"> ▣ Low crime rate (in 2020 it was at a 25-year low). ▣ Less fights at closing time since COVID began. ▣ Positive working relationship between police and sheriff’s department. ▣ Joint inspections between police and ABT (1x/yr). ▣ Two new dedicated nighttime bike positions funded (will be nightlife liaisons), but not yet filled. ▣ Fire marshal does occupancy checks on holiday weekends (e.g. St. Patrick’s Day, Bike Week). ▣ On-demand active shooter training available for venues, taught by police. ▣ Plans for Code Enforcement Division to supplement PD with sound enforcement. ▣ Real-time crime data monitored via security camera. ▣ Women Against Violent Encounters (WAVE) class taught by PD to high school and college students about staying safe at house parties and venues through situational awareness. This training will be introduced to Amphitheatre staff. 	<ul style="list-style-type: none"> ▣ Insufficient # of officers (4-5) deployed at night to downtown: 2 bikes, 1 foot, 1 car, 1 corporal.⁵ ▣ Booking process for arrests means an officer will be gone for 2hrs or potentially for the rest of the night. ▣ “Protective custody” process requires 2 staff monitors in jail or 1 at the hospital, per BAC. ▣ Gap in non-police safety presence at night. ▣ Events aren’t meeting safety officer requirements but are proceeding anyway. ▣ Limited formal coordination between police and venue operators. ▣ Code Enforcement Division is complaint-driven. ▣ St. George St. generates 20% calls to service for FD. ▣ Environmental contributors impede safety: dim lighting; traffic congestion increases response time of emergency vehicles. ▣ Presence of homeless, transients and panhandlers downtown generate negative perceptions of safety.

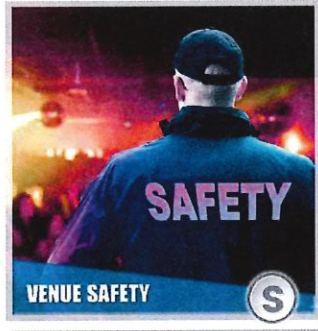
⁵ 1 foot officer deployed during the day Tues-Sat 5pm-1am; 2 bike officers deployed Thu-Sat 3pm-3am and Sun-Wed 12pm-12am; 1 corporal for supervision (when available); 1 patrol car officer for zone 1 (i.e. not dedicated to Downtown). Depending on sick time, PTO, etc., there may be only one officer out past 12am downtown.

Public Safety Models to Consider

This section outlines challenges that were identified during roundtable discussions, but were not prioritized for the action plan. Here are resources and models that may be considered to address these challenges.

Topic	Challenge in St. Augustine	Resources and Models to Consider
<p>Difficulty Filling Open Nightlife Police Positions</p>	<p>There are two dedicated bike positions funded in the PD, but they're not yet filled. The vision is to have these officers serve as a liaison to the community and a consistent contact for venues.</p> <p>Officers report that nighttime downtown positions are undesirable positions due to the perception that they will have to be "the transient police" and have to "break up bar fights."</p>	<p>Nightlife district assignment should be considered a "special assignment" within the department's policy and procedures. This designation and the additional opportunities for leadership development, career enhancement and training offers the opportunity to expand the pool of candidates.</p> <p>Incentives for Hiring & Broadening Candidate Pool:</p> <ul style="list-style-type: none"> ▣ Training opportunities associated with their position ▣ Opportunities to serve on citywide teams ▣ Key roles in planning and program development ▣ Leadership roles that broaden their career advancement ▣ Specialty assignment pay ▣ Assignment rotation timelines <p>Washington, DC; Virginia Beach, VA; Charlotte and Raleigh, NC: Nightlife district officers get priority for motorcycle and bicycle training, which is key to effective deployment.</p> <p>More Tips Available in the free publication, <i>Public Safety and Policing in Nightlife Districts</i> authored by RHI and Former Charleston PD Chief Gregory Mullen. Access PDF: www.sociablecity.org/sociable-city-resources/public-safety-and-policing-in-nightlife-districts-2018</p>
<p>Gap in Safety Visibility, Especially Non-Police Presence at Night</p>	<p>No other eyes on the street regularly out at night besides police (no safety ambassadors, no other city departments).</p> <p>ABT is understaffed and is not able to regularly monitor venues they license. (St. Johns County is part of a region with 8-10 counties and only 8 officers).</p>	<p>INTER-AGENCY TEAMS</p> <p>Public Safety Teams facilitate a holistic process to assess and intervene with public safety challenges in nightlife districts with a continuum of compliance and enforcement agencies. A policy team meets to discuss collective issues and concerns, then a field team conducts joint monitoring and inspections. The purpose is to work first with venue operators to gain voluntary compliance and remedy concerns.</p> <p>Composition: police, fire, code enforcement, parking enforcement, health department, planning, transportation, ABT control and legal, elected officials, Night Mayor.</p> <p>Examples: Seattle, WA's Joint Enforcement Team (JET); Edmonton, AB's Public Safety Compliance Team.</p> <p>SAFETY AMBASSADORS</p> <p>Safety ambassadors provide a consistent presence of natural surveillance to supplement police as a deterrent to crime and assist with visitor inquiries.</p> <p>Examples: Santa Cruz, CA; Norfolk, VA; Milwaukee, WI</p>

CORE MEASURE 2: VENUE SAFETY



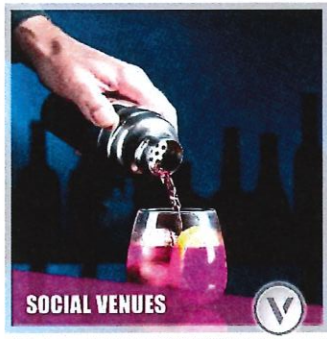
Downtown St. Augustine is generally a safe community to go out at night to socialize. Violent crime is rare in/around social venues. Venue operators engaged in this process have expressed a willingness to step up to help make the community safer. Some businesses have excellent approaches to manage crowds and public safety and can serve as a model for other businesses. Yet standards for safety and service are inconsistent due to lack of standardization for door security and server training.

The lack of formal organization among venue operators poses a challenge to improved coordination with the City. Government employees are stymied by not knowing how to reach a central contact who can serve as a unifying voice to the rest of the industry. There are several City initiatives underway in which hospitality industry input is sought.

Another type of “social venue” is wedding venues. A major industry in the city, wedding guests comprise a significant portion of patrons at downtown nightlife venues. Some have been described as disruptive and entitled, demanding entry or service of alcohol despite being already intoxicated. Operators report that wedding parties try to take over an entire venue for their after-party, but many venue operators resist due to concerns about disruptive behavior.

STRENGTHS	CHALLENGES
<ul style="list-style-type: none"> ▣ Overall, social venues are safe environments, where violence is rare. ▣ Quarterly staff trainings: Some venues host mandatory Alcohol to Clients training (thru FRLA). ▣ Security Cameras: Some venues have security cameras, which are accessible to police. ▣ Best Practices Guide drafted for venues (needs to be finalized and vetted by industry representatives). ▣ Venue staff have a positive relationship with police on-duty at night. ▣ Informal communication with police: venue security flash a light to summon them for help. ▣ FRLA a resource for venues to help produce resources and host a phone group. ▣ St. Augustine Amphitheatre represents the highest level of security protocols for licensed security, security to patron ratios, etc. Potential model that could be used on a smaller scale for downtown venues. 	<p>Challenges for Dining & Entertainment Venues</p> <ul style="list-style-type: none"> ▣ Labor Shortage: Difficult to recruit enough employees. Parking cited as a barrier to hiring. ▣ Employee safety at night: when employees need to walk to cars carrying cash tips. ▣ No clear best practices for security or servers. ▣ Sound Ordinance cited as a challenge to providing live and amplified music downtown. ▣ Fake IDs from underage customers. ▣ Open Containers: Patrons try to enter and leave venues with open containers. ▣ Pre-loading/“Gaming”: People drink throughout the day at hotels, airbnbs, b&bs, weddings, boats, cruises—prior to going out to venues. ▣ Gap in formal association & communication. ▣ Concern re: insufficient police presence at night. ▣ Business owners liable for security incidents, unless they use a licensed security company. <p>Concerns re: Venues from Patrons, Police, City</p> <ul style="list-style-type: none"> ▣ Over-service; server training not required. ▣ Some servers reportedly drink on the job. ▣ Gap in Consistent Door Security: Usually just Fri, Sat nights and holiday weekends. ▣ Gap in posted signage about code of conduct, sexual violence policy, consent, etc. ▣ No training required for security staff; some involved in physical assault of patrons.

CORE MEASURE 3: SOCIAL VENUES



St. Augustine is a destination with numerous assets. Heralded a dining destination full of culinary delights, the city hosts annual events like Nights of Lights and the Fourth of July, which have grown exponentially in popularity. Historic architecture and heritage sites make it a year-round destination for visitors and wedding parties. Upwards of 35% of tourists have been to the city more than 10 times (TDC, 2019). Many restaurants and bars offer live entertainment throughout the week. **While visitors are charmed by the City, residents seem disenchanting.**

There is a chasm of disconnect between the local community and the dining and entertainment assets of downtown. “Locals don’t go downtown” is a popular refrain. The live music performed has limited connection to the local culture, due to the preference for “crowd pleasers” like top 40 cover bands that appeal to

visitors.

Original music is difficult to find, in part because of the lack of vocal support or demand for it from locals. Talent may be educated locally, but then move on to other cities where they will be more valued. There are notable opportunities for local bands to be showcased, but these are exceptions to the rule. One roundtable participant noted, “In the 90s, we catered to locals and put up with tourists. Now we’re a town that caters to tourists and puts up with locals.”

The City’s Lincolnville neighborhood once hosted numerous live music venues that were part of the Chitlin’ Circuit, where African American artists came to perform during the time of racial segregation. Gentrification have since erased the existence of such rich history from the collective memory of the City, though it is still preserved in photographs and displays at the Lincolnville Museum & Cultural Center.

STRENGTHS	CHALLENGES
<ul style="list-style-type: none"> ▣ Fine dining and foodie destination. ▣ Live music offered throughout week, day & night. ▣ Colonial Oak and Amphitheatre are dedicated performance venues for bands and comedy. ▣ Heritage tourism for tours of the Fort, night tours. ▣ Arts & culture: museums, galleries, opera, ballet. ▣ Natural assets: boat tours, beach nearby. ▣ Annual events and festivals e.g. Nights of Lights, 4th of July, Music in the Plaza draw visitors. ▣ Sing Out Loud Festival: National acts and local bands perform in different venues in the City. ▣ Fort Mose Festival, Blues Festival, Porch Fest and Jazz at the Excelsior Music Series showcase diverse local, regional and national talent and celebrate the history of the city’s diversity, attracting a diverse audience. ▣ St. Augustine Tonight Show showcases local bands on TV to a live audience (YouTube). ▣ Underwire Collective showcases talent by POC and sub-genres in a DIY house party network. ▣ Special Events Committee Meetings every Wednesday to review city-sponsored events and private events on city property. 	<ul style="list-style-type: none"> ▣ “Locals avoid going downtown,” especially on weekends and during events due to crowds. ▣ POC and LGBT+ have limited representation in downtown patronage and business ownership. ▣ Tourist-Oriented Music: Cover bands play mainstream hits; original music is hard to find. ▣ Lack of diversity in performers and music genres. ▣ No clear music signature for the City. ▣ Exodus of creative talent due to low wages paid and perception that musicians aren’t valued. ▣ Confusion about whether restaurants can legally charge cover fees for ticketed events (contributing to low wages paid to performers). ▣ Limited # of dedicated live music venues (most are restaurants and bars where bands perform). ▣ Gap in Loading Zones for Musicians: bands have been ticketed and harassed while unloading. ▣ Large # of events overwhelm city’s resources, especially for off-duty officers for security. ▣ No central calendar with all events (both those permitted by City AND private events e.g. weddings, concerts, church events) to help City coordinate resources.

CORE MEASURE 4: PUBLIC SPACE



Popular destinations for public space such as St. George Street are congested, while other public spaces and parks are under-utilized e.g. North City and Uptown. The street (and public space) itself has become a destination for people watching.

Due to the temperate climate, St. Augustine already had ample opportunities for outdoor dining (pre-COVID). With the exception of specific development projects e.g. River and Fort, there was no need to reconfigure entire streets for an Active Streets program.

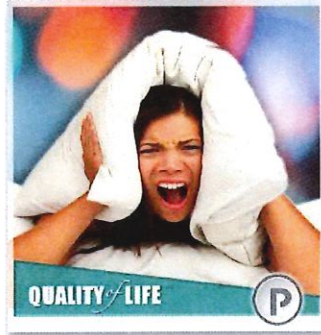
Roundtable participants cited the presence of unsheltered, transients and panhandlers as a significant challenge. In 2021, 1,348 people in the county were identified as homeless when requesting assistance from the Care Connect Information Network.⁶ St.

Augustine has become a destination for transients and panhandlers (not the same as unsheltered) due to the warm climate and culture of giving. Each population has unique services needs and strategies. Though most are peaceful, some contribute to negative perceptions of safety, especially for women, when drinking in public. This is a complex, challenging issues with no easy solutions.

STRENGTHS	CHALLENGES
<p>Street Activation</p> <ul style="list-style-type: none"> ▣ Walking around downtown is an experience in of itself (St. George Street has become a venue). ▣ Ample outdoor dining options. ▣ River and Fort Complex allows a parklet for outdoor dining adjacent to the sidewalk. ▣ Street Performer Ordinance addressed nuisance activities e.g. stopped traffic, no retail visitors. <p>Addressing Homeless, Transients, Panhandlers</p> <ul style="list-style-type: none"> ▣ Mostly peaceful, non-aggressive unsheltered and transient population; crime is rare among them. ▣ Homeless Outreach Officers (2 budgeted; just 1 now) deployed Mon-Fri 8am-5pm to connect unsheltered with social services and housing, arrange reunions with family and pay for bus. ▣ Continuum of Care: Community of stakeholders united to end homelessness. Flagler Hospital is the lead agency to coordinate services. ▣ HUD funds Homeless Programs e.g. St. Francis House, street outreach, shelter, rapid rehousing, Betty Griffin, ESH (housing). ▣ Camping Ordinance: Police enforce a camping ordinance 10pm-6am to prevent sleeping downtown. ▣ Panhandling Ordinance Exists: Passed in 2018 and at the time heralded as a model for other cities in Florida, the ordinance bans panhandling via time, place and manner restrictions. ▣ Cold Weather Shelters by Churches: Provide safe places for unsheltered to sleep when temp is <40°. (Potential resource year-round.) 	<p>Street Activation and Public Space Uses</p> <ul style="list-style-type: none"> ▣ Popular Public Space Destinations are congested (i.e. St. George Street). ▣ Under-Utilized Public Spaces: Lack of awareness and wayfinding to direct visitors to Uptown, North City, Fort Mose and Francis Field. ▣ Street performers: Currently banned from within 50' of St. George or Hypolita St. But, if managed well, could serve as positive activation in under-used areas. ▣ Mobile vendors sell timeshares, knickknacks. ▣ Open containers consumed downtown: People are seen drinking from glassware, beer bottles, and champagne bottles; litter is left on the streets. <p>Presence of Homeless, Transients, Panhandlers</p> <ul style="list-style-type: none"> ▣ Nuisance Activities: Drinking from open containers, trespassing and behaving in lewd ways. Some accost passersby. ▣ Visitors give to panhandlers, incentivizing their presence. Social service agencies clarify that most panhandlers are not unsheltered. ▣ Lack of awareness among residents, venue operators about social services' programs and current initiatives to address homelessness. ▣ Police are limited in their ability to address unsheltered, transients due to constitutional rights. ▣ Police can't enforce camping ordinance if 8 beds at St. Francis House are full or if homeless are laying down in plaza and market but not sleeping. ▣ Effectiveness of panhandling ordinance in question. ▣ Gap in permanent supportive housing.

⁶ Flagler Hospital serves as the Continuum of Care Lead Agency, which operates the Homeless Management Information System a.k.a. Care Connect Information Network, utilized by over 100 partner agencies.

CORE MEASURE 5: QUALITY OF LIFE



Priorities for “quality of life” are divided into two main groups: residents and businesses (the latter encompassing employee and visitor needs). This challenging dynamic has made it difficult to achieve balance and peaceful coexistence.

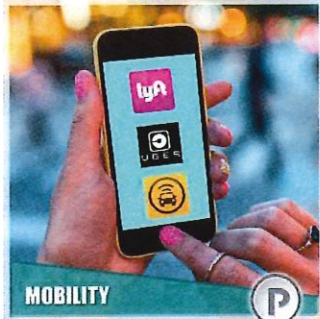
The influx of tourism has led to a significant decline in the quality of life of residents, who chose to live in St. Augustine for its many assets—historic beauty, excellent dining, mild weather, special events etc. The changes in the resident population (prioritizing short-term rentals) has driven housing prices up, making it unaffordable to live downtown and even the city. Many residents expressed frustration at having lost their downtown to tourists. Short-term rentals comprise 10% (630 residences mostly on Water Street and Lincolnville) of the 6,600 single family residences in the city.

Residents are impacted by the social economy in numerous ways—their yards are littered with bio-waste and alcohol containers, they have difficulty parking, and sound from a variety of sources keep them from achieving quality sleep. The more that long-term residents feel disconnected from their community, the more likely they are to convert their house into a short-term rental and live somewhere else, perpetuating the cycle of rising costs.

Yet business owners also have quality of life needs to assure the comfort and safety of their employees, patrons and visitors. For them, the presence of unsheltered and transient populations is of highest concern, as well as finding safe parking for employees. Limited wayfinding to public restrooms at night contributes to biowaste at closing time.

Strengths	Challenges
<ul style="list-style-type: none"> ▣ Small, but passionate base of long-term residents. ▣ St. Augustine is Florida’s first “Compassionate City.” ▣ Flagler College has a Town & Gown Committee that meets quarterly on parking, sound, and other issues. ▣ Student engagement in the community through programs like Dining with Dignity. ▣ Student-related issues reduced since COVID-19 (less house parties, so less disturbances). ▣ Public restrooms are well lit (inside) and clean. ▣ Sound ordinance is fairly robust: contains both A and C weighted measures, uses measurements in relation to ambient sound, and requires ANSI standards be used when measuring sound. But, this tool is not being used as well as it could be. 	<p>For Residents</p> <ul style="list-style-type: none"> ▣ Inability to access social amenities and events downtown due to traffic, difficulty finding parking, long wait times, lack of reservations, etc. ▣ Loss of community due to changes in resident pop. ▣ Short-term rentals in proximity to downtown create parking impacts, sound disturbances from parties. ▣ Gentrification: Loss of historically African American community in Lincolnville. ▣ Disconnect between Downtown and people of color, who mostly live in West Augustine. ▣ Influx of tourism negatively impacts residents’ quality of life. ▣ Bio-waste (vomit, urination) in neighbors’ yards. ▣ Litter in yards: empty alcohol containers, glassware. ▣ Sources of Sound: Music from venues, people walking, engine revving and loud stereos on trucks. ▣ Water transmits sound: Sound carries miles away. <p>For Businesses, Employees and Visitors</p> <ul style="list-style-type: none"> ▣ Presence of unsheltered, transients, panhandlers, especially if drinking, as they become more aggressive. ▣ Bio-waste in front of businesses (vomit, urination), requiring extra clean-up services by the City. ▣ No access to public restrooms > 10pm. ▣ Wayfinding to public restrooms difficult; dark paths. ▣ Men (esp. transients) using women’s restrooms (public and private). ▣ Limited space for trash from commercial uses.

CORE MEASURE 6: MOBILITY



Part of the charm and historic authenticity of downtown is the Spanish colonial design. Highly walkable and compact, downtown was designed with European standards. Yet the city has evolved in America, where car culture reigns supreme. Few resident amenities are in walking distance (e.g. grocery store, pharmacy), making cars a necessity.

Different modes of transport are competing for limited space: cars, trolleys, horses and carriages, buses, shuttles, commercial delivery trucks, ride-share services, food delivery/takeout, bikes, musicians and emergency vehicles. Diverse users need access to downtown at different times of day: visitors, residents, employees and students. This has led to an increase in traffic and frustration as different entities try

to park, load/unload and move throughout the city.

Parking is a contentious challenge. Employers say parking (cost, supply, safety) is a barrier to hiring more workers. When garages and lots fill up at employees' start of shift, they find DIY places to park: in neighborhoods, on side streets and in "hidey holes." Residents are frustrated by employees and patrons parking in front of homes, but push back against construction of new lots. Employees' parking tickets may cost as much as the money they made that day.

Rideshare services (e.g. Uber, Lyft) are a key mode of transport for nightlife patrons, especially at closing time. Yet there are no current systems of coordination or designated locations for pick-up and drop-off. Narrow roads lead to traffic congestion from cars, delays in pick-up and pedestrian safety challenges when accessing vehicles. The longer crowds linger, the more opportunities for fights and sound disturbances to occur. Clearing the district quickly and efficiently will aid in both traffic congestion and public safety.

Strengths	Challenges
<ul style="list-style-type: none"> ▣ Walkable, dense downtown. ▣ Tourism-oriented transport: trolleys, horses & carriages. ▣ Micro-Transit Options: Pedicabs, quads, bikeshare, etc. ▣ Scooters being explored (but city is concerned about dockless scooters being littered on narrow sidewalks). ▣ Water taxis ("scenic shuttles) and boats are assets to be explored for hydraulic mobility. ▣ Some employers provide escorts to female employees back to parked cars. ▣ Police provide traffic control to help nightlife patrons safely cross A1A to access Fort Parking Lot. ▣ Multi-Modal Mobility Vision Plan of 2017 formally adopted by the city and will begin implementation. ▣ Park Once plan exists to provide access from the periphery to the core in the future. ▣ Circulator planned for downtown workforce (but will end at 10:00 p.m.—before hospitality employees end work). ▣ Monthly Parking Pass for employees is \$30/month. ▣ Free Park and Ride Shuttle during Nights of Lights: City transports passengers between 11am-11pm to/from downtown to remote parking locations. ▣ Lighting improvements underway and are planned. 	<ul style="list-style-type: none"> ▣ Limited space or coordination of modes of transport. ▣ Increase in traffic to/from downtown day and night. ▣ ADA accessibility standards difficult to adhere to. ▣ Street upkeep difficult due to historic infrastructure. ▣ "Last Mile" Access to Downtown. ▣ Pedestrian safety risks: Walking on narrow streets shared by cars; crossing A1A to Fort Parking Lot at closing time; trying to find ride-share vehicles. ▣ Upgrades to lighting and wayfinding require historic preservation review and approval process. ▣ Parking supply is limited (1,571 parking spots). ▣ Parking Spillover: employees, patrons, visitors park in neighborhoods when lots, garages are full. ▣ Rideshare services operate without coordination or designated pick-up locations, causing pick-up delays and traffic congestion. ▣ Emergency vehicles cannot access key locations due to traffic congestion at night. ▣ Safety concerns for employees returning to cars after closing time (i.e. 2:30 a.m.) carrying cash tips. ▣ 79% increase in DUIs (84 total) as of July 2019 compared to July 2018 (per Police Dept).

APPENDIX I: WOMEN'S PERSPECTIVE ON THE SOCIAL ECONOMY



Photos provided by FloridasHistoricCoast.com

There is a growing movement to integrate the perspective of women into downtown planning. RHI used this critical lens to analyze St. Augustine's downtown social economy through insights generated by a focus group among women of different ages and life stages.

Social Venues

St. Augustine has a variety of social assets downtown. Among the attractions ranked as "excellent" by the women's focus group include high quality food and beverage, engagement with art and the "street as a venue" (where walking downtown is the attraction, especially on St. George Street). Events, festivals and sporting events (e.g. hosted by Flagler College) are key attractions, which draw a wide range of ages and life stages. Colonial Oak is particularly family friendly. Downtown has room for improvement in social options after 10:00 p.m. that appeal to a 30+ mature audience.



Downtown has room for improvement in social options after 10:00 p.m. that appeal to a 30+ audience by offering low-key, quiet lounge-type spaces and more experiential nightlife (where the focus isn't on alcohol consumption as

entertainment.)

Diversity, Equity and Inclusion

The City of St. Augustine has a complicated dynamic with current and historical diversity, equity and inclusion. There is a notable lack of racial and ethnic diversity in pedestrians, patrons and owners of social venues downtown. Musical diversity is limited, with few venues playing either recorded or live Latin music in Spanish or hip-hop. Similarly, there are no LGBT+ social venues, though there are a few rainbow flags flown from buildings. Wedding planners noted that while they do have diverse wedding parties, there are few social spaces where e.g. African Americans or LGBT+ community members would feel comfortable bringing their post-wedding "after party" downtown.



Part of the journey to making social spaces more diverse, inclusive and equitable will be to acknowledge stigmas and conscientiously work to provide greater opportunities for healing, training and diverse entrepreneurship.

Public Safety

Women are often a key barometer of safety. In fact, social preferences by women often coincide with best practices for safety in nightlife venues and social districts. Women make a series of decisions prior to going out and while they're in a social district at night to monitor and maintain their personal safety. From planning how to arrive and safely return home after a night out to constant vigilance while on foot, female patrons are noted for their conscientious diligence in safety.



The physical environment of a downtown social district has a large impact on whether women feel safe at night. Environmental cues such as good lighting, cleanliness and presence of multi-generational eyes on the street contribute to a positive perception of safety. Areas that women's focus group participants felt safest were: Plaza, Bayfront, St. George St and Hypolita St. However, participants commented that they intentionally avoid areas that are consistently dark and are intimidated by groups of unsheltered, transients and panhandlers, especially if they are drinking in public.

Venue Safety

A variety of factors were discussed about what makes women feel safe within nightlife and hospitality venues. Among ambience and design preferences are factors that facilitate social interaction, including lower music volume so patrons can have a conversation and lounge-oriented seating. Bathroom cleanliness and well-lit passageways are critical to a safe, comfortable social experience. Cues that an environment may be unsafe or facilitate inappropriate behavior are when rowdiness is tolerated, when intoxicated people are allowed entry and served more alcohol, and where staff are seen drinking on the job.





Photos provided by FloridasHistoricCoast.com

Ranking of Social Experiences in Downtown St. Augustine

	Poor	Ok	Excellent
High Quality F&B			X
Experiential social venues & competitive socializing	X		
Gamification (Arcade bars, board game cafes)	X		
Engagement w Art			X
Social Dancing	X		
Comedy & Improv		X (Colonial Oak)	
Street as a Venue (Walking around is the experience)			X

Social Offerings Downtown

Participants agreed that downtown does offer unique social options for a wide range of ages, yet there is an opportunity to expand offerings to broader, more diverse markets.

Strengths	Gaps and Challenges
<ul style="list-style-type: none"> ■ Compact and walkable ■ Variety of restaurants ■ Always something going on. ■ Sporting events (Flagler College's sporting events are free for residents). ■ Colonial Oak in particular is family friendly and senior-friendly ■ Feels safe, especially in the presence of families. ■ Events and festivals e.g. Porch Fest, Blues Fest, Fort Mose, Jazz Fest, 1st Friday Art Walk, ■ Art galleries ■ Lectures on historical topics (hosted by Flagler College) 	<ul style="list-style-type: none"> ■ Social options after 10:00 p.m. for 30+ audience ■ Dance opportunities ■ LGBT+ spaces/bars/clubs ■ Diversity of patrons' race and ethnicity in social venues ■ Diversity of music styles ■ Low-key, quiet lounge atmosphere ■ Distinct music signature ■ Music venues you can pop into (not ticketed) ■ Highlighting local Florida folk singer Gamble Rogers ■ Showcasing civil rights history of the city ■ Black history and music tours ■ Opportunities for POC to connect and socialize ■ Lack of social options for LGBT+ community, especially after weddings take place. ■ Limited marketing of blues concerts, jazz events and other events that would draw a broader audience.



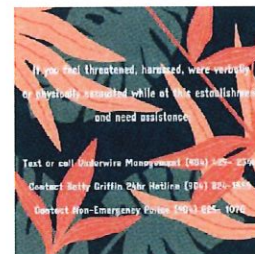
Women’s Insights on Venue Safety & Public Safety in the Social Economy

Women are often a key barometer of safety. In fact, social preferences by women often coincide with best practices for safety in nightlife venues and social districts. The physical environment of a downtown social district has a large impact on whether women feel safe at night. Environmental cues such as good lighting, cleanliness and presence of uniformed ambassadors contribute to a positive perception of safety.

What makes women feel safe and comfortable	What makes women feel unsafe and uncomfortable?
<p>INSIDE NIGHTLIFE VENUES</p> <ul style="list-style-type: none"> ■ Security staff don’t let drunk people in. ■ Staff actively manages unruly, unsafe patrons to remove them from the venue. ■ Zero tolerance for patrons who are rude to people based on sexual orientation, race or ethnicity. ■ Servers cut off people who are intoxicated. ■ Restrooms are well lit and clean. ■ Venue is clean. ■ Signs in the bathroom e.g. “If you feel unsafe, who to contact.” 	<p>INSIDE NIGHTLIFE VENUES</p> <ul style="list-style-type: none"> ■ Too crowded and loud. ■ Server continues to serve visibly intoxicated people ■ Servers who drink on the job. ■ Dark pathways to the restrooms ■ Unclean restroom. ■ Hidey holes and alcoves where people can corner you.
<p>IN THE SOCIAL DISTRICT</p> <ul style="list-style-type: none"> ■ Well lit streets ■ Eyes on the street (but not too many people) ■ Police monitoring parking lots. ■ Quick response time and follow-up from police. ■ Safe places: Plaza, Bayfront, St. George, Hypolita St 	<p>IN THE SOCIAL DISTRICT</p> <ul style="list-style-type: none"> ■ Homeless and transient men using women’s restrooms. ■ Catcalling and accosting men. ■ Presence of homeless and transients drinking (tend to be more aggressive). ■ Dark areas, streets, parking lots.

Safety Resources for Women

- **Women Against Violent Encounters (WAVE)** class taught by PD to high school and college students about staying safe at house parties and venues through situational awareness.
- **Bathroom posters in DIY house party network**, Underwire Collective (see right).



APPENDIX II: VENUE LEGISLATION MEETING SUMMARY

Thursday, March 3, 2022 at 3:00-5:00 p.m. EST
Location: Roosevelt Room



City Manager John Regan addresses meeting participants.

Overview

City Manager John Regan was invited by the Responsible Hospitality Institute (RHI) to address a group of thirty-three (33) people on Thursday, March 3, 2022 between 3:00-5:00 p.m. at the Roosevelt Room to discuss proposed ordinance No 2021-18 regarding an Extended Hours Premises Permit.

The meeting was convened by RHI, which was conducting roundtable focus groups on-site in St. Augustine during the week of February 28-March 2, 2022. *This meeting was not an official part of RHI's Sociable City Assessment but was provided as an add-on to the project's scope, after RHI learned of the existence of the ordinance when the project began in 2021.*

Regan reported that this was the first time he had addressed a group of this size since the COVID-19 pandemic had begun. Participants were comprised of venue owners, operators, staff and property owners of bars, restaurants, and other venues that serve alcohol, which would be affected by the proposed ordinance. Regan reviewed and elaborated on the PowerPoint slide summary produced by RHI to explain the ordinance's key components.

This summary outlines the key discussion points, concerns raised, and requested amendments to be considered to the ordinance.

Attendee List: https://sociablecity.info/st_augustine/venue_ordinance/attendees.xlsx

Ordinance Contents

RHI produced a summary of the ordinance's contents in PowerPoint.

Presentation Slides: https://sociablecity.info/st_augustine/venue_ordinance/slides.pdf

Next Steps

Regan suggested that there be a charette to allow opportunity for industry engagement and revisions to the ordinance. He requested that the hospitality industry select (or elect by vote) seven (7) representatives to be part of the charette as a working group.

Background on Why the Ordinance was Drafted

Attendees asked City Manager Regan to explain why the ordinance was drafted and what the goals are. Regan stated the goal is to “create a safe, vibrant nightlife with consistent adherence to industry best practices, and for economic prosperity.” He said the ordinance’s goal is to have a mechanism to steer the direction of nightlife in the city and to create a level playing field, regardless of state alcohol license.

Regan elaborated that the City was motivated by the following trends:

- **National and International Trends**
 - Shift to food and beverage (F&B) establishments instead of retail
 - U.S. is over-built on retail space than for F&B
 - Cultural shift to buy online for retail goods; spending has increased for F&B
- **Downtown Trends**
 - Increase in violent crime. There was concern that it may have been part of a trend.
- **Research**
 - Conducted research on other cities with regulatory schemes for nightlife venues e.g. West Palm Beach, FL.
 - Attended RHI’s 2020 Sociable City Summit in Seattle, where Barry Fox and Nancy Sikes-Kline learned about how cities manage their nightlife.

Timeline for Ordinance’s Development

- **Late 2020:** Drafting of the ordinance began.
- **August 2021:** Ordinance was introduced with a “first reading.”
- **2021:** Ordinance was paused to allow for industry outreach and possible amendments.
- **TBD:** Ordinance will be considered for a “second read.”

Reason for the Pause

Regan said the ordinance was paused because it would have been inappropriate to have a new ordinance during the start of the COVID-19 pandemic due to the focus on business survival. There was no opportunity to conduct an in-person engagement process during this time. He commented that the work to be done prior to the second reading is critical for making updates and amendments.

Does the City have a Desired Timeframe for the Second Reading?

Concern was expressed about whether a second reading was being rushed due to upcoming elections or the proposed state law that would require an economic impact study. Regan responded that he’s willing to take the time necessary to do a proper rewrite with venue engagement. He also said he wasn’t concerned about the state law requiring an economic impact study of new local ordinances.

Audience Response

Participants commented that the ordinance seemed to have been written from an enforcement point of view, rather than from a business operations point of view. Some attendees suggested that the process be started over to rewrite the ordinance from scratch. They also suggested that they wait for the results of RHI’s study. Regan suggested that the group move forward with revisions and updates, and that this could be done concurrently with development of RHI’s summary.

Concerns Raised by the Hospitality Industry

Representatives of the hospitality industry raised the following concerns about the ordinance and about downtown’s social economy:

- **Labor shortages:** Many businesses are unable to hire sufficient staff to be fully operational. There are concerns about the cost and ability to hire a security guard.

- **Business Hours Reduced:** Some businesses are closed two days/week or close early due to lack of employees.
- **Security at the Door Sending a Negative Perception about Safety:** What if the very presence of security personnel signals to patrons that an establishment is not safe?
- **Presence of Unsheltered and Transient Populations on the Street:** There was a discussion of the how unsheltered and transient populations affect perceptions of downtown, and how social services can be better connected to those in need.
- **Open Containers:** Participants commented that they have seen open containers being consumed by people walking on the street, as well as empty containers littered throughout downtown. They commented that they can only police “inside their venues” but not outside.
- **Sound Ordinance:** Concerns were brought up about the current sound ordinance impacting venues’ livelihood. It was suggested that the sound ordinance be recrafted to adjust for ambient sound. There was also discussion of setting up a special magistrate process for sound violations.
- **Cleanliness and Maintenance:** Participants requested that this ordinance be part of a full package that includes upgraded lighting, sidewalk maintenance and cleanliness.

Updates to the Ordinance

- **11pm to 12am:** Anywhere in which the time was originally noted as 11:00 p.m. in the original ordinance will be changed to 12:00 a.m. (midnight), per Regan.

Q&A Discussion

This section captures the main topic areas during Q&A discussion.

Intentions

- **Is there an intention to treat everyone the same, regardless of their state alcohol license?**
 - Yes, the qualifying criteria are having a state alcohol license (of any type) and serving alcohol after midnight.

Minimum Thresholds to Trigger the Ordinance

- **How many days out of the year must a venue operate** (i.e. serving alcohol after midnight) to trigger the ordinance?
- **Do special events count, like Halloween and St. Patrick’s Day?** What if a business only wants to do this on a few nights?

Ordinance Fee and Renewal

- **Fee:** Regan commented that he was considering a fee of \$250 but is willing to consider a different amount.
- **Renewal period:** It was suggested that renewal be for a longer period of time than one year, unless ownership changes.
- **Rules re: transfer of ownership:** Would this require a new permit?
- **Can the regulatory model used by ASCAP and BMI** be used as a model for determining the ordinance’s fee (on a sliding scale)?

Venue Occupancy

- **Is there a minimum occupancy** that triggers the security staff requirement? What if you have less than 150-person occupancy but stay open past midnight?
- **What if you have slightly more than a 150-person occupancy** (e.g. 155 people)? Would you have to hire a second security guard? Would anyone be counting occupancy to confirm the security to patron ratio?
- **What if a large wedding party shows up at midnight on a weekday** e.g. Tuesday night. Would a business have to provide security?

Security

- **What qualifies as a legitimate “security” guard?**
 - Can the designated “security” staff be someone already on staff e.g. manager, server?
 - Do they need to be licensed?

- Do they need to wear a uniform? What counts as a uniform?
- Should they be armed? (Regan made a point to say that it would not be ideal for security to be armed.)
- **Badge:** Regan commented he didn't like the language around "badge." This may need to be updated to a particular style shirt labeled with e.g. "security."

Sound and Music

- **Do businesses have to stop playing music at midnight?**
 - No, but "businesses have to have proper controls," per Regan.
- **What about businesses that have the majority of their operations take place outside?**
 - Doesn't that mean that they would not be allowed to have music after midnight if windows and doors have to be closed at 12am?

Tables and Chairs

- **What if you have a special event e.g. costume contest on Halloween:** Can tables and chairs be moved out for patron safety?

Food Service

- **Menu:** Clarify what "full menu" means.

Compliance and Enforcement

- **What does it look like if you commit a crime under this ordinance?**
 - Regan corrected that it would not be a criminal offense, but rather, a civil penalty.
- **Who would enforce this ordinance?**
 - Code Enforcement department, which is being supplemented with additional staff to provide services into the night.

Incentives for Compliance

- **What would be rewards and incentives for venues that serve alcohol?**
 - Instead of just penalties, what carrots would the industry like to balance out the "sticks"?

APPENDIX III: IMPACT OF CLIMATE CHANGE ON THE SOCIAL ECONOMY

RHI interviewed Jessica Beach, St. Augustine’s Chief Resilience Officer in February & March 2022, about the impact of climate change and sea level rise on the social economy and heritage tourism.

Precedent for Extreme Weather Events

Like many coastal communities in Florida, the state is considered “America’s ‘ground zero’ for climate change, global warming and sea level rise, because ‘the majority of its population and economy is concentrated along low-elevation oceanfront.’” (Wikipedia, 2022).

St. Augustine has experienced a series of extreme weather events, including Hurricane Matthew in 2016 and Hurricane Irma in 2017. On November 4, 2021, an unnamed storm or event equivalent to Hurricane Dorian’s level of flooding (due to a combination of rainfall coinciding with a king tide and 30+ mph Nor’easter) resulted in citywide flooding.

Risks to Downtown’s Historic Core

Per a study co-published by *The Guardian* and *Adapt*, a climate change publication from WJCT Public Media in Jacksonville, Florida: “Properties in the city’s historic districts are overwhelmingly at risk of flooding: 76% of land parcels are expected to be underwater during a 100-year flood” (Rivers, 2020). Jessica Beach defines a 100-year flood as “a flood event that has a 1 in 100 chance (1% probability) of being equaled or exceeded in any given year.” “And though historic districts make up just 7% of the land area in St Augustine—less than a square mile—more than a quarter of the city’s population lives in them.” (Rivers, 2020).

Impacts to the Social Economy

The risk of extreme weather events is an existential threat to the future sustainability of downtown.

The November 2021 compound flooding concretely demonstrated the impacts to the social economy:

Mobility	<p>Roads and bridges were closed or flooded, making it difficult to access the historic district. The City functioned on emergency access only, restricting some tourism-oriented services and deliveries. Bridge of Lions drawbridge was closed to cars and pedestrians due to the depth of flooding. The Sebastian Bridge was also flooded and impassible at the base of the bridge.</p> <p>The lasting impact is that flooding has compromised the Capital Infrastructure Plan, which makes resurfacing and paving more difficult.</p>
Quality of Life	<p>Residents were trapped: stuck or stalled in cars. Access was limited and, in some cases, restricted to schools and churches.</p>
Public Space	<p>Downtown properties and streets were flooded south of King Street (Cordova, South Street, Washington Street). Plaza Park/Market Place were also flooded.</p> <p>Unsheltered populations were displaced by flooding of inland rivers, forced to find high ground. Anecdotally, some project participants attribute the rise in downtown’s unsheltered population to this displacement.</p>
Social Venues	<p>Events were cancelled or rescheduled. Some businesses and tour services were able to continue operating, but on a limited basis and with few tourists.</p>
Venue Safety	<p>Some social venues had to close temporarily to address flooding damage. The lasting effect is that flooding impacts underground archaeology of historic buildings, but property realtors are not required to disclose this fact.</p>
Public Safety	<p>City operated under emergency management.</p>

St. Augustine’s Approach to Resilience

“St Augustine lives on its heritage tourism. It is the bread and butter of the St Augustine economy,” comments Steven Roberts, Castillo de San Marcos Fort.

The City of St. Augustine has a lot at stake: “Heritage resources (are) worth an estimated \$2.9bn. The city’s history is closely tied to its economy.” (Rivers, 2020). Luckily, St. Augustine is notable for centuries of efforts to address “sea level rise” before the term was even invented (Inclán, 2021).

The City of St. Augustine has implemented a series of projects to proactively prepare for and address the impacts of flooding. The City appointed its first chief resilience officers in 2019 and a citizens advisory committee was formed in 2020 to amend building

“St Augustine is too valuable. We can’t afford not to be addressing resiliency,” said John Regan, City Manager (Inclán, 2021).

codes to help address flooding risk (Rivers, 2020). Unfortunately, options are limited: elevating/replacing bridges and walls and raising streets are potential options. Yet, historic sites cannot be moved, just protected.

Resilience Projects Underway

FEMA-Funded Project for 13 City Lift Stations (Halfway Completed)

If high water floods lift stations (which move sewage from toilets to the City’s Wastewater Treatment Plant and electricity has been shut down, then sewage can back up into the streets. To address this risk, the City is installing backup generators, flood proofing measures, and elevating 13 of the most vulnerable lift stations.

The Future of Resilience in St. Augustine

“Local, state, and federal agencies, officials and conservators are working together through a cobbled-together historic preservation and resiliency system to hold back the water. There are financial limits to what they can do” (Horn-Muller et al., 2021).

Resilience Officer Jessica Beach commented that a partnership between the City and businesses needs to be established in order to proactively plan for and address climate change impacts.

Definitions

Resilience	The ability to recover from shock or stress
Shock	Examples: hurricanes, sink holes or fire.
Stress	Traffic congestion, nuisance flooding
Nuisance flooding	Examples: rainfall, flooding from inadequate drainage systems, sunny day flooding, intracoastal storm drains backing up to the streets, King tides, Nor’easter, rainfall flooding
Compound Flooding	When rainfall flooding and sunny day flooding occur simultaneously

Resources

City of St. Augustine Vulnerability Study (2016): <https://www.staugbch.com/publicworks/page/vulnerability-study-0>

2020 Resilient Heritage Study: <https://www.citystaug.com/863/Resiliency>

SOCIAL ASSET INVENTORY: DETAILED ANALYSIS

Data Summary

This is a summary of available data on the mix of businesses in the Historic District. Social venues are defined as cafes, restaurants, bars, music venues and wedding venues.

Why Should Social Venues be Analyzed?

Many market forces are driving change. The loss of storefront retail is placing pressure to transition these spaces to social venues. However, social venues have a much greater occupancy for the same square footage as retail or office space. With each new social venue comes more employees and the need for parking with numbers greater than the existing use. This business use can also generate more impacts to quality of life and public safety due to nighttime hours of operation and potential patron intoxication.

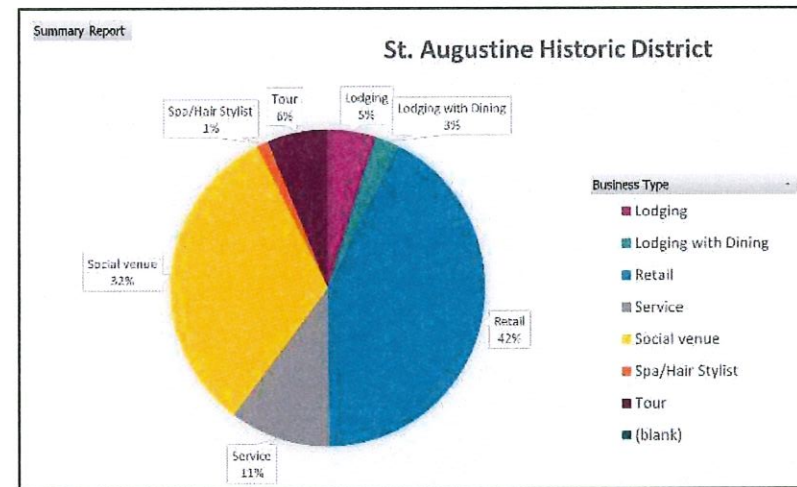
Social Venues in the Historic District

- 108 social venues (32.24%) of 335 total businesses
- 81 (75%) of 108 have an alcohol license
- 21 offer live entertainment (19.44%)
- Total seating/occupancy 6,470

Business Categories

Social Venue	Café, restaurant, bars, music venues and wedding venues
Lodging	Bed and Breakfast, Motel
Lodging with Dining	Hotel with restaurant
Retail	Gifts, clothes, books, etc.
Tour	Tour company or services
Service	Realtor, attorney, insurance, banking
Spa/Hair Stylist	Personal health services

Historic District Summary



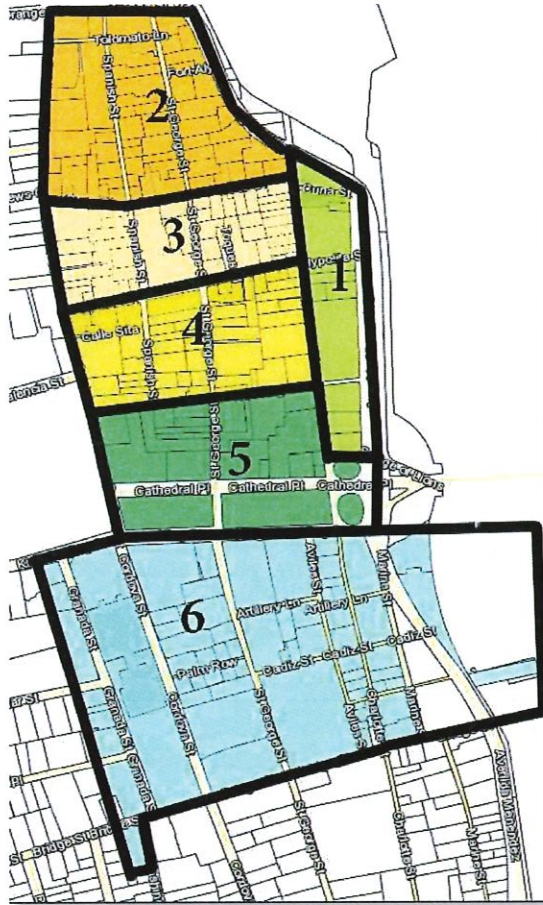
This chart shows the total number of businesses in the historic district, by number and percentage. It also shows the breakdown of alcohol licenses and entertainment.

Category	#	%	Alcohol License	% of Total with Alcohol
Lodging	17	5%		
Lodging with Dining	8	2%	8	2%
Retail	142	42%	4	1%
Service	35	10%		
Social venue	108	32%	69	21%
Spa/Hair Stylist	4	1%		
Tour	21	6%		
Grand Total	335	100%	81	24%

Cluster Organization of Historic District

The Historic District has been divided into six clusters of businesses (as pictured). The evolution of several concentrated “clusters” of social venues within the Historic District has led to perceived and real shortages of parking in several blocks, as well challenges with closing time management in certain clusters.

Cluster Breakdown



Cluster 1 is located along Avenida Menendez from Bridge of Lions to Castillo Drive and Charlotte Street. Limited metered parking spaces along the bayfront and along Charlotte Street. Hotels accommodate their guest parking.

Cluster 2 is located from Orange Street, along Cordova Street, Cuna Street and Castillo Drive. This cluster includes the Colonial District (many of these properties are owned by the University of Florida). It is near the Visitor Information Center, Public Parking Garage, and the Castillo De San Marcos. Parking is accommodated in Public Parking Lot (1,148 spaces) in the Fort Lot (112 spaces), the Tolomato Lot (17 spaces), Asta Parking at 50 Spanish Street. Limited metered parking spaces along the Bayfront.

Cluster 3 is located along Charlotte Street, Cuna Street, Cordova Street and Hypolita Street.

Cluster 4 is located along Charlotte Street, Hypolita Street, Cordova Street and Treasury Street.

Cluster 5 is located along Charlotte Street, Treasury Street, Cordova Street and King Street. The Plaza de la Constitución is in this cluster. The largest special event, Night of Lights is presented here. Limited metered parking is accommodated along the plaza, and in privately owned parking lots.

Cluster 6 is located along King Street, Avenida Menendez, St. Francis Street and Granada Street. This cluster is located adjacent to Lincolville Historic District. Parking is accommodated in the Lightner Lot (32 spaces) and Baas Lot (13 spaces).

Cluster Analysis

The chart below shows the number of businesses in each of the designated clusters, by number and percentage. It also shows the breakdown of alcohol licenses and entertainment by cluster, and the percentage of licenses in each cluster. Finally, there is a breakdown of outdoor seating and total seating based on a visual inspection.

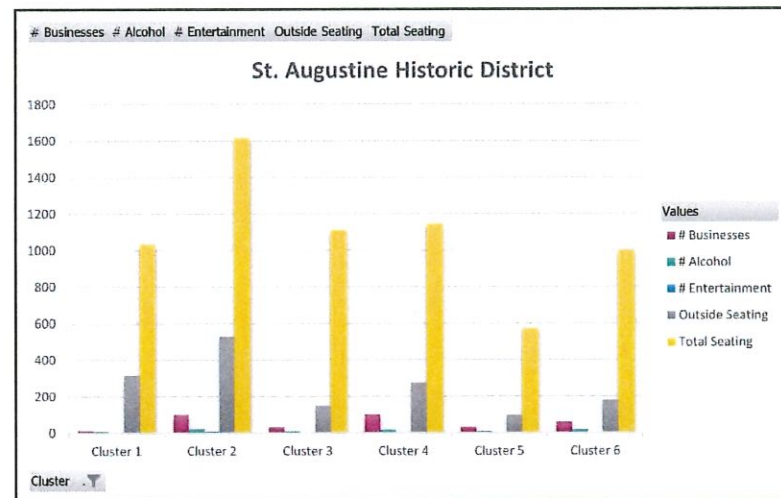
How can a Cluster Analysis be Used?

By dividing a district into social clusters, improvements can be planned and monitored in a more focused way. The model helps identify areas in most need of lighting, where most social venues and/or greatest occupancy are located, etc. Calls for service and last drink data can also help pinpoint response for increased compliance training of venues located in particular clusters.

Monitoring of outdoor seating, especially for venues open after 10 pm, can help mitigate potential impacts from late-night sound disturbances. Approval for expanded outdoor and rooftop seating can be determined by reviewing proximity to residential or hotel properties.

Monitoring total occupancies, especially with a follow-up employee survey, can be used to match parking availability. While adding new social venues might be a positive use, if the parking and mobility capacity is exceeded, then businesses may be unable to attract customers to maintain sustainable operations.

	# Businesses		# Alcohol		# Entertainment		Outdoor Seating		Total Seating	
Cluster 1	12	4%	7	9%	2	10%	314	20%	1,033	16%
Cluster 2	100	30%	20	25%	7	33%	527	34%	1,615	25%
Cluster 3	31	9%	10	12%	4	19%	148	10%	1,108	17%
Cluster 4	101	30%	17	21%	4	19%	273	18%	1,144	18%
Cluster 5	31	9%	8	10%	2	10%	96	6%	573	9%
Cluster 6	60	18%	19	23%	2	10%	178	12%	997	15%
Total	335		81		21		1,536		6,470	



Methodology

As part of the Sociable City Assessment for St. Augustine, RHI gathered available information between November 2021 – March 2022 to document a baseline of data. Sources of data included an exports of business names from City of St. Augustine and occupancy data from the fire department. This data was combined, then enhanced with observational data to distinguish indoor vs. outdoor occupancy, as well as web research to determine presence or lack of live entertainment.

However, the combined indoor and outdoor occupancy (based on observational data) did not correlate with the fire department’s records because the department only maintains records on indoor occupancy. Therefore, outdoor occupancy cannot be officially confirmed. In the future, RHI recommends maintaining a record of all businesses’ indoor AND outdoor seating occupancy to better estimate combined occupancy in a cluster.

Future Application

This should be considered a preliminary start rather than a complete analysis, which would require gathering of additional information and maintenance and updates to the data on an ongoing basis. Future analysis can include further breakdown of the social venues, including those providing wedding services and large events.

APPENDIX V: PROJECT TIMELINE

November 12-17, 2021 On-Site Meetings

- **On-site meetings** held with city leadership, residents, and venue operators.

December 2021 - January 2022 Virtual Interviews

- **Virtual interviews** held with Transformation Team members and additional stakeholders e.g. David Birchim.

January 11-14, 2022 On-Site Meetings

- **On-site meetings** held as follows:
 - Presented Evaluation summary to Transformation Team (Sunshine Committee mtg)
 - Venue operators
 - City leadership
 - Wedding venue representative
- **Nighttime tour conducted.**

February 16, 2022 Virtual Orientation

During a virtual project orientation open to all project participants, Troy Blevins, Walking Man Consulting, welcomed the following stakeholders who provided opening remarks:



Special guest speaker: Dominique Greco, former Nighttime Economy Manager of Orlando and Founder/Executive Director of the Orlando Hospitality Alliance



February 28-March 2, 2022 Roundtable Focus Groups and Stakeholder Meetings

6 roundtables on the core measures of a Sociable City: Public Safety, Venue Safety, Social Venue, Public Space, Mobility and Quality of Life.



March 3, 2022 Women's focus group



March 3, 2022 venue legislation review & input meeting



Leadership Summit: July 2022

Summary findings will be presented to the Transformation Team and project participants.

APPENDIX VI: PARTICIPANTS

Nearly 130 people representing 81 organizations and companies participated in one or more sessions (in person and/or virtually). *Participation does not imply an endorsement of recommendations in this report.*

Project Coordination was provided by: Barry Fox, Code Enforcement Manager, and Morganne Pratten, Administrative Coordinator, City of St. Augustine

Event Symbol: E = November Engagement Meetings | T = Transformation Team | O = Virtual Orientation | R = Roundtables | W = Women's Focus Group | V = Venue Meeting about Legislation | I = Interview

97 Park & St. Augustine Business Coalition

Karen Zander
Event: E

ABC Fine Wine / St. Augustine Business Coalition

Carole Everitt
Event: E

Adventure Boat Tours

Jimmy Hill | Owner
Event: O R

Agustin Inn / SAHI

Audra Hull
Event: E

Amore Chaple and The Wedding Authority

Carla Young
Event: V

Ancient City Entertainment Group

Jeanetta Cebollero | Performer / Owner / Operator
Event: E T R

Blackfly the Restaurant

Vaughn Cochran | Co Owner
Event: R

Boat Drinks

Rob Crabtree | Owner
Event: R V

Casa Maya

Marco A
Event: V

Hayley Williams
Event: V

City of St. Augustine

Jessica Beach | Chief Resilience Officer
Event: I

David Birchim | Assistant City Manager
Event: E R

Jerry Blalock | Police Officer
Event: O R

Meredith Breidenstein | City Manager's Office
Event: E

Barry Fox | Code Enforcement Manager
Event: O R

Reuben Franklin | Director of Public Works
Event: E T O R

Darlene Galambos | City Clerk

Event: E

Todd Grant | Utilities Director
Event: E R

Donna Hayes | HR
Event: E

Cori Niles | Event and Venue Coordinator
Event: E O R W

Charles Pappas | P&Z Board Member
Event: O R

Xavier Pellicer | Mobility Manager
Event: E R

Jaime D. Perkins | CRA Admin
Event: O R

Jim Piggott | Director of General Services
Event: E

Morganne Pratten | Administrative Coordinator, Code Enforcement
Event: R W

John Regan
Event: V

Nancy Sikes-Kline | Vice Mayor
Event: I W

Amy Skinner | Director of Planning and Building
Event:

Melissa Wissel | Communications Director
Event: E O R W

City of St. Augustine: St. Augustine Municipal Marina

Eric Mauldin | Harbormaster
Event: O R

Classic Blends

Hugh Ward | Owner
Event: R

Colonial Quarter LLC

Jason Pilacek | Director of F&B, Booking Manager
Event: O R V

Dog Rose Brewing Co

Courtney Murr
Event: E

Doug Murr
Event: V

First Coast TV LLC / St Aug Tonight Show

Jorge Rivera | Owner/Director/Producer
Event: O R

Flagler College

Dirk Hibler | Dean of Students
Event: O

Jess Kobryn | Title IX Coordinator & Equity Investigator
Event: O

Tara Stevenson | Dean of Student Engagement & Career Development Center
Event: O

Beth Sweeny | Director of External and Governmental Functions
Event: T O R W

Flagler College Student Government Association

Rachel Hill | President
Event: O

Flagler Health

Lindsey Rodea | Team of Care
Event: O R

Flagler Model Land Co

Karen Valachovic
Event: E

Florida Restaurant & Lodging Associaton

Nicole Chapman | Northeast Regional Director
Event: O R V

Gwanda, LLC

Matt Hartley | Business Development Manager
Event: O

Harrahs Casa Rosa

Jeff Jaboo
Event: E V

Harry's

Justin Griffin
Event: V

Hilton Hotel

Kanti Patel
Event: E

Historic Tours of America

Dave Chatterton | City Manager
Event: O R

Home Again St Johns

Ellen Walden | Executive Director
Event: O R

Ice Plant and Stogies

Zach Ramsey

Event: V
Ippolito Christon & Co.
Jenai Master | Executive Assistant
Event: O

Jimi Hula's
Charles Bernard
Event: V

Len Weeks Construction Design Development
Len Weeks | Owner
Event: E O R V
Schaffer Weeks
Event: E

Lincolntonville Museum and Cultural Center
Floyd Phillips | President
Event: O R
Regina Gayle Phillips | Executive Director
Event: O R

Lions Bridge Community Development Alliance Group Inc.
James Miletello | Community Organization
Event: O

Joseph Scott Bebry | President / Founder
Event: O R
JB Ziegler | MGMT
Event: O R

Marco's Piano Bar
Marco Barrea
Event: V

Marine Holdings
John Arbizzani | President
Event: O R V
Christopher Clarke | Accountant
Event: O R

Meehan's Irish Pub
Tom Dolan | Owner
Event: O R V
Reggie Maggs
Event: V

Milltop Tavern
Ron Cervelli | Owner
Event: E O V
James Franklin
Event: E

No Name Bar
Jayson Befort | General Manager
Event: E O
Warren Merrill | Owner
Event: E R V

OC Whites
Cathy White
Event: V

Overwatch Security Group
Sterling Dutton | Trainer
Event: R

Lenny Whetsel | President
Event: O R

Planning and Zoning Board
Jon Depreter | Retired
Event: O R

Prohibition Kitchen
Shane Sheltra | Owner
Event: O R

RCS Training
Jessica Tyree | Trainer, food and guest safety
Event: O

Refoundsound
JoJo Mafia | Owner/Artist
Event: O

Rendezvous Barefoot Bills
William Smith | Owner
Event: E R V

Residents
BJ Khalaidi | Resident
Event: R W

Richardson's Museum
Gigi Best | owner merchant
Event: W

Ripley Entertainment
Kim Kiff | Regional Manager
Event: O R W

River and Fort
Bob Fleckenstein
Event: E V

Jeff McCusker | Restaurant Management
Event: E R V

Sailor Jane Productions and Prohibition Kitchen
Rachael Miller | Talent Booker
Event: E

Sheriff's Department
Rob Hardwick | Sheriff
Event: R

Spanish Quarter Residents
Martha Mickler | Resident
Event: E O R W

N. Pellicer
Event: E

St Johns Cultural Council
Christina Parish Stone | Executive Dir
Event: R

St. Augustine Amphitheatre
Cari Baker | Program Manager
Event: O R
Gabe Pellicer | General Manager
Event: T R

St. Augustine Distillery
Lara Doolan
Event: W
Phil McDaniel | Owner
Event: T R V

St. Augustine Fire Department
Carlos Aviles | Fire Chief
Event: E
Abby Pedigo | Fire Safety Inspector
Event: R

St. Augustine Neighborhood Council
Melinda Rakoncaj | President
Event: R W

St. Augustine Pirate & Treasure Museum
Cindy Stavely | Executive Director
Event: E W

St. Augustine Police Department
Dee Brown | Public Information Officer
Event: R

Mike Castaing | Sergeant
Event: R
Caroline Drouin
Event: W

Brian Frasca | Sgt Community Resources
Event: O R

Brittney Garmon | Sergeant
Event: W

Jacob Godfrey | Patrol Officer
Event: O R

Jennifer Michaux | Chief of Police
Event: E T R W

Ezul Salifu | Police Officer
Event: R

Jeff Truncellito | Sergeant
Event: O R

St. Augustine Society, Inc.
Judith Dembowski | Executive Director
Event: O R

St. Augustine, Ponte Vedra & The Beaches VCB
Richard Goldman | President/CEO
Event: O R

St. Augustine Yacht Club
David Patrick
Event: V

St. Francis Inn / Casa de Suenas
Joe Finnegan
Event: E

St. George Inn
Irving Kass
Event: E

St. Johns County Chamber of Commerce
Bob Porter | Vice President
Event: O R

St Johns County - Cultural Events Division
Carl Liberatore | Production Manager
Event: R

St. Johns County Library

Harold George | Extension
Services Manager
Event: O R

**St. Johns County Tourist Development
Council**

Tera Meeks | Executive Director
Event: O R

State of Florida/Recreation and Park

Michael Watkins | Anastasia State
Park Manager
Event: O

Sunshine Bus

Rachel Garvey | Transit Grant
Planner
Event: R

Superior Real Estate Services, LLC

Samuel Hale | Owner
Event: E O R V

The Treasury Collection

Brandy Boulette | Operations
Manager Weddings
Event: E O

Brenda Bushell
Event: V

The White Room

Julie Afford
Event: V

Thibault Law

Richard Thibault
Event: E

Trade Winds Lounge

Julie Leonard | Co-Owner
Event: V

Underwire Collective

Bianca Dawson | Co-Founder
Event: W

Venditio Group, LLC

Jen Hand | Stakeholder
Event: O R W

Victorian House B&B

Anthony Sexton
Event: E V

Walking Man Consulting

Troy Blevins | Consultant
Event: E T R V

White Lion

James Alexander | Owner
Event: O

Wild Concoctions

Fond Kiser | Musician/Entertainer
Event: O

Works/Scarletts

Jillian Smothers
Event: E

Organization/Company Unknown

Rob Gowen
Event: V

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