

# ST. AUGUSTINE/FLAGLER COLLEGE TOWN AND GOWN TASK FORCE

## Members:

- Mike Davis, President, AD Davis Construction, Davis Shores resident, representing Downtown Merchants
- Tom Dreisbach, Former Chair, St. Augustine North Davis Shores Neighborhood Association
- Donn Garby, Student Government Association, Flagler College
- Becky Greenberg, President, Flagler Model Land Company Neighborhood Association
- Leslee Keys, Ph. D., Assistant Professor, Director of Historic Preservation, Flagler College, Faculty Senate Representative and Fullerwood neighborhood resident
- Michelle Pruitt Vijgen, Downtown Business Owner, Flagler College Alumni Board of Directors and Davis Shores neighborhood resident
- David Rice, DDiv, Pastor, Ancient City Baptist Church
- Judith Seraphin, President, Lincolnville Neighborhood Association
- Laura Stevenson Dumas, Director of College Relations, Flagler College, Lincolnville resident
- Dan Stewart, Ed. D., VP of Student Services, Flagler College
- John Versaggi, Resident, Flagler Model Land Company Neighborhood Association
- Larry Weeks, Director of Business Services, Campus Planner, Flagler College and Davis Shores resident

Final Report – Submitted June 17, 2015

EXECUTIVE SUMMARY

The St. Augustine/Flagler College Town and Gown Task Force was formed in October 2014 at the suggestion of St. Augustine City Manager, Mr. John Regan and Flagler College president, Dr. William T. Abare, Jr. Meetings were scheduled twice monthly and were facilitated by Ms. Karen Selig, LMFT. The Task Force of twelve members was comprised of College Staff/Faculty, Neighborhood Residents, and local Merchants. The City abstained from direct participation due to Sunshine Law requirements, providing staff members to all meetings as resources to the members. Meetings were held from January to June 2015 to discuss issues identified in an initial community survey and make recommendations for consideration by the City and the College. The meetings were public and community input was encouraged. The recommendations are listed below.

<b><u>Recommendation</u></b>	<b><u>Entity Responsible for Approving and Implementing</u></b>	<b><u>Issue Addressed</u></b>	<b><u>Financial Implications</u></b>
1.1 Flagler College and the St. Augustine Police Department work more closely on issues involving noise complaints at houses throughout St. Augustine.	City of St. Augustine/Flagler College	Student Behavior/Community Engagement	Minimal
a. SAPD provide the college with names and addresses where contact has been made, or just the addresses if no contact made, regarding noise disturbances or open house parties that involve Flagler College students.	City of St. Augustine	Student Behavior/Community Engagement	Minimal
b. SAPD provide the college with names of individuals contacted on city streets for disturbances (noise or disruptive behavior) when college students	City of St. Augustine	Student Behavior/Community Engagement	Minimal

are involved.			
1.2 Flagler College will contact students involved with disturbances in the city neighborhoods for appropriate disciplinary action.	Flagler College	Student Behavior/Community Engagement	Minimal
1.3 In cases where names of complainants are available the college will follow up with the individuals.	Flagler College	Student Behavior/Community Engagement	Minimal
1.4 City of St. Augustine and Flagler College collaborate to conduct a surveillance camera inventory and install additional cameras where necessary.	City of St. Augustine/Flagler College	Student Behavior/Community Engagement	Moderate
1.5 Flagler College develops and publishes a protocol for city residents to contact the college directly when issues with a particular house arise (include on website).	Flagler College	Student Behavior/Community Engagement	Minimal
1.6 Flagler College should offer staff members, knowledgeable about the rules and procedures, to meet with local neighborhood associations.	Flagler College	Student Behavior/Community Engagement	Minimal
a. SAPD to start educating the students about the community and neighborhoods.	City of St. Augustine/Flagler College	Student Behavior/Community Engagement	Minimal

b. SAPD to use orientation to build relationships and open lines of communication between officers and students	City of St. Augustine/Flagler College	Student Behavior/Community Engagement	Minimal
1.7 Flagler College produce a document for distribution to students discussing being a good neighbor and how to determine if a residence is a safe residence to rent.	Flagler College	Student Behavior/Community Engagement	Minimal
1.8 Flagler College should include additional information in the Student Handbook regarding expected student behavior while in the community and the potential consequences for violating these expectations.	Flagler College	Student Behavior/Community Engagement	Minimal
1.9 Include as a required course a freshman experience type class, covering many of the issues from the town and gown task force.	Flagler College	Student Behavior/Community Engagement	Moderate
1.10 Flagler College holds an annual block party at the beginning of the school year with students, faculty, staff, neighboring residents and business owners.	Flagler College	Student Behavior/Community Engagement	Low
2.1 Encourage residents and students to travel via bicycle		Parking/Mobility	

a. Have the City of St. Augustine adopt recommendations regarding lowering speed limits, proper signage, and bicycle ordinances to create safer travel experiences. These recommendations are supported by the US DOT speed limit manual, FDOT bicycle and pedestrian guidelines and FHP crash data.	City of St. Augustine	Parking/Mobility	Minimal
b. Develop systems that encourage Flagler College employees to commute via bicycle	Flagler College	Parking/Mobility	Minimal
c. Hold quarterly bike rides with students and the community	Flagler College and Neighborhood Council	Parking/Mobility	Minimal
2.2 Reduce speeding vehicles in Flagler Model Land Tract		Parking/Mobility	
a. Conduct a study to lower and post the speed limit to 20 mph.	City of St. Augustine	Parking/Mobility	Low
b. Install speed limit signs and conduct 2 weeks of warnings before tickets are issued.	City of St. Augustine	Parking/Mobility	Minimal
c. Set up quarterly speed monitors.	City of St. Augustine	Parking/Mobility	Minimal
2.3 Open up visibility and reduce congested areas in the Flagler Model Land Tract			

a. Eliminate parking on one side of the street and implement time restricted parking on the other side of the street (8 a.m. – 5 p.m., no time restriction parking after 5 p.m.). Additionally, study and consider restricting Oviedo St for Residential Permit parking only.	City of St. Augustine	Parking/Mobility	Minimal
b. Replace parking meters on Valencia St. with a pay station	City of St. Augustine	Parking/Mobility	Low
2.4 Encourage parking in remote lots such as the Malaga/FEC lot and VIC parking garage			
a. Have the Flagler College marketing office create a campaign to better promote parking garage plan to students and employees.	Flagler College	Parking/Mobility	Minimal
b. Require off-campus students to park in these locations (only residential students may park in Lewis, Kenan, Cedar and AUD lots)	Flagler College	Parking/Mobility	Minimal
c. Charge less money for Malaga and parking garage parking permits.	Flagler College	Parking/Mobility	Minimal
d. Ask the hoteliers and bed and breakfast owners to better promote use of the parking garage with their guests and to utilize the discounted rate the City offers them for their guests.	City of St. Augustine	Parking/Mobility	Minimal

e. Identify private sector services, such as Historic Trains of America, Ripley's Red Trains and St. Augustine pedi-cab, that can serve as guest transportation services.	City of St. Augustine/VCB	Parking/Mobility	Minimal
2.5 Encourage pedestrians, cyclists, skateboarders to obey traffic/mobility ordinances			
a. Have the City of St. Augustine implement more practical and efficient ordinances (supported by US DOT).	City of St. Augustine	Parking/Mobility	Minimal
b. Work with Velo Fest to create more educational and community awareness opportunities for students regarding safe behavior.	Flagler College	Parking/Mobility	Minimal
c. Have the City of St. Augustine install signal crosswalks at King Street (in front of Ponce and Lightner); on Cordova Street near Valencia Street; and on Valencia Street in front of Lewis Residence Hall.	City of St. Augustine	Parking/Mobility	Moderate
d. Have the City of St. Augustine install a crosswalk on Malaga, in front of FEC and Oviedo Street.	City of St. Augustine	Parking/Mobility	Moderate
e. Have the City of St. Augustine include information on the proper etiquette for crosswalks in the water bill.	City of St. Augustine	Parking/Mobility	Minimal

2.6 Identify alternative methods to reduce traffic			
a. Promote use of WAZE app with tourists, residents and Flagler College students (app that shows traffic jams and can educated drivers to take alternative routes)	City of St. Augustine/VCB/Flagler College	Parking/Mobility	Minimal
b. Identify a Public Administration class that could address scenarios of how best to clear traffic after the schedule bridge liftings.	Flagler college	Parking/Mobility	Minimal
3.1 Have the City of St. Augustine adopt recommendations establishing criteria for multi-family rental units and providing for annual inspections.	City of St. Augustine	Landlord - Tenant Relations/Derelict Housing	Moderate
3.2 Implement a minimum maintenance ordinance to support building and life safety codes.	City of St. Augustine	Landlord - Tenant Relations/Derelict Housing	Minimal
3.3 Establish a pro-active inspection policy and procedure for Code Enforcement.	City of St. Augustine	Landlord - Tenant Relations/Derelict Housing	Minimal
3.4 Implement an anonymous complaint procedure for code violations.	City of St. Augustine	Landlord - Tenant Relations/Derelict Housing	Minimal
3.5 Research the possibility of a student – developed app that rates rental properties.	Flagler College	Landlord - Tenant Relations/Derelict Housing	Minimal



3.6 City of St. Augustine and Flagler College jointly develop a Tenant's Rights and Responsibilities manual and make available on the Flagler College and City of St. Augustine websites.	City of St. Augustine/Flagler College	Landlord - Tenant Relations/Derelict Housing	Minimal
4.1 Appoint a Town and Gown committee to meet quarterly to check in on the "town/gown" relationship.	City of St. Augustine/Flagler College	Transparency of Growth	Minimal
4.2 Join the International Town and Gown Association with the intention of sending representatives to the conference.	City of St. Augustine/Flagler College	Transparency of Growth	Low
4.3 Have Flagler College become an active member of the Flagler Model Land Company Neighborhood Association.	Flagler College/FMLCNA	Transparency of Growth	Minimal
4.4 In conjunction with the formation of a Town and Gown Committee, have the City of St. Augustine initiate a biennial community satisfaction survey that addresses the issues identified by the initial Task Force survey, and any subsequent issues that may arise.	City of St. Augustine	Transparency of Growth	Low
4.5 Have the College publish a "State of the College" report in the Record and provide it to the Neighborhood Council, including the College's financial	Flagler College	Transparency of Growth	Minimal

contribution to the community.			
4.6 Have the College announce enrollment objectives for a rolling 5 year period and building intentions for improvement or growth. It is understood that enrollment is difficult to project accurately but a target or range could be offered.	Flagler College	Transparency of Growth	Minimal
4.7 Encourage the City of St. Augustine and Flagler College to work with the USPS to actively pursue relocation of the post office to enable Flagler College acquisition of the post office property and potential for a mixed use development of commercial and college use. The College should also consider other commercial property for potential future development (as opposed to acquiring residential property).	City of St. Augustine/Flagler College	Transparency of Growth	High
4.8 Work with appropriate City staff, Flagler College administrators and neighborhood residents to identify a mutually collaborative process in which future College development projects are revealed and discussed, prior to public presentation at HARB or PZB.	Flagler College/City of St. Augustine/Neighborhood Council	Transparency of Growth	Minimal

<p>4.9 Have the College continue the practice of courteous advanced notification of projects. The best channel for notification is through the affected neighborhood association representative. The association representative can assemble a small group of interested residents to join the meeting and hear details of what is proposed. Constructive feedback will be taken into consideration when developing plans.</p>	<p>Flagler College/Neighborhood Council</p>	<p>Transparency of Growth</p>	<p>Minimal</p>
<p>Minimal = Less than \$1,000</p>			
<p>Low = \$1,000 - \$5,000</p>			
<p>Moderate = \$5,000 - \$20,000</p>			
<p>High = In excess of \$20,000</p>			

OVERVIEW

The Town and Gown Task Force was an outgrowth of concerns expressed at a City Commission meeting in the spring of 2014 regarding Flagler College student behavior and a charge from the Commission to the City Manager John Regan to address the concerns. Regan contacted Flagler College President William T. Abare, Jr., to discuss possible solutions, and the idea of a Town and Gown Task Force was raised. The College and City worked together to schedule two town hall meetings in which community concerns could be identified. This resulted in a survey, requesting respondents to rank the issues in order of importance, as seen in Appendix A on page 23.

Survey respondents totaled 120 people who identified the following items ranked in order of importance:

1. Parking/Traffic/Mobility
2. Transparency regarding Flagler College’s growth
3. Unscrupulous landlords/need for more stringent building codes/enforcement

#### 4. Disruptive behavior by students

City and College representatives met to determine the structure of the Task Force. Initially, representatives were chosen from various community groups (neighborhood associations, downtown merchants, downtown organizations), the College and the City. Involvement by the City required compliance with state Sunshine Laws. The Task Force was disbanded and reformed with City staff serving in a resource capacity. Flagler College retained Ms. Selig to serve as the facilitator.

The newly formed Task Force met on January 14, 2015 and identified the goal and purpose of the Task Force. Additionally, ground rules for the meetings were identified.

*Purpose and Goal:* The purpose of the Town and Gown Task Force is to foster and facilitate a positive and mutually beneficial relationship among the College, City and Community.

*Ground Rules:*

- Avoid providing opinions, only facts
- Solution oriented
- Stay focused
- Sit in different seats (get to know everyone in the group)
- Open minded
- Balanced committees
- Make no assumptions

*Public Comment:*

- Permitted at the beginning of each meeting for 15 minutes max (2 minutes max per speaker)
- Must pertain to agenda or items the task force is addressing
- Speaker cards will be available (Chair will provide)
- Public comments will become part of the minutes

*Meetings:* No longer than 1 1/2 hours and every two weeks for an ideal time frame of 6 months (June 30). At the conclusion of each meeting, activities will be summarized, and direction/agenda will be set for the next meeting.

*Quorum:* At least 7 of the 12 members must be present in order to vote

*Decisions:* Consensus must be achieved to pass recommendations, with consideration of majority and dissenting reports; each member's vote will be reported

*Goal of the Task Force:* To produce written recommendations to present to John Regan, City Manager, City of St. Augustine, and Dr. William T. Abare, Jr., President of Flagler College, which address the most prevalent issues.

The Task Force divided into three sub-committees:

- Parking/mobility
- Landlord-tenant relations and derelict housing
- Student behavior/community engagement

Due to the contentious nature of the transparency of growth topic, it was decided the full Task Force should address this issue as a unit.

#### SUB-COMMITTEES

##### ***Student Behavior/Community Engagement***

- Dan Stewart
- Michelle Vijgen
- Donn Garby
- Becky Greenberg

The student behavior sub-committee reviewed the Flagler College Handbook for current policies and procedures, reports from other various Town and Gown committees, and met with SAPD to ascertain the level of police contact with Flagler students. The committee also reviewed past complaints made to the college, complaints from various neighborhood associations, and issues brought forth from the committee as a whole. After reviewing the current procedures within the college and the police department, the student behavior sub-committee concluded that most issues ultimately stem from lack of closed loop communications between the college and the community and lack of clear policy and procedures to deal with complaints.

The sub-committee developed solutions that allow for clear lines of communication among residents, law enforcement, and Flagler College Administration, clear expectation of student behavior in the community, and promote student involvement in the community.

**Issue: Flagler College administration is not aware of the disruptive behavior caused by its students.**

Recommendations

1. Flagler College and the St. Augustine Police Department work more closely on issues involving noise complaints at houses throughout St. Augustine.
  - a. SAPD provide the college with names and addresses where contact has been made, or just the addresses if no contact made, regarding noise disturbances or open house parties that involve Flagler College students.
  - b. SAPD provide the college with names of individuals contacted on city streets for disturbances (noise or disruptive behavior) when college students are involved.
2. Flagler College will contact students involved with disturbances in the city neighborhoods for appropriate disciplinary action.
3. In cases where names of complainants are available the college will follow up with the individuals.
4. City of St. Augustine and Flagler College collaborate to conduct a surveillance camera inventory and install additional cameras where necessary.

**Issue: Residents are not aware of who to contact if there are students demonstrating disruptive behavior.**

Recommendations

1. Flagler College develops and publishes a protocol for city residents to contact the college directly when issues with a particular house arise (include on website).
2. Flagler College should offer staff members, knowledgeable about the rules and procedures, to meet with local neighborhood associations.
  - a. SAPD to start educating the students about the community and neighborhoods.
  - b. SAPD to use orientation to build relationships and open lines of communication between officers and students.

**Issue: Students are not properly educated on expected conduct and how to be a good neighbor.**

Recommendations

1. Flagler College produce a document for distribution to students discussing being a good neighbor and how to determine if a residence is a safe residence to rent.
2. Flagler College should include additional information in the Student Handbook regarding expected student behavior while in the community and the potential consequences for violating these expectations.
3. Include as a required course a freshman experience type class, covering many of the issues from the town and gown task force.

**Issue: Lack of community and respect among neighbors, business owners, students and College employees.**

Recommendation

1. Flagler College holds an annual block party at the beginning of the school year with students, faculty, staff, neighboring residents and business owners.

***Parking/Mobility***

- Tom Dreisbach
- Laura Stevenson Dumas
- John Versaggi
- Larry Weeks

The parking/mobility sub-committee reviewed the City of St. Augustine's mobility study conducted by North Florida TPO and met with Martha Graham, Director of Public Works, to identify what roll the College plays in the parking/mobility issue. It was determined that much of the parking/mobility problems that the City encounters pertain to larger city-wide infrastructure issues. Therefore, the sub-committee decided to provide recommendations that could have an impact on the College and surrounding areas, as well as proposing to use College resources to work towards improved mobility. Key among these recommendations is making the roads safer for pedestrians, cyclists, and skateboard users. Until people feel safe using alternative modes of transportation, the number of cars on the road will only continue to grow.

The sub-committee determined that the College only has a perceived parking problem. The surface parking lot on Malaga St. is reserved for students and is continually underutilized. Spaces reserved by Flagler in the VIC public parking deck have not been utilized to the extent expected. The issue is the majority of students and employees want to park their vehicle in a lot as close to their destination as possible, which concentrates demand near the main campus buildings. The subcommittee is seeking means to change the culture and make these "remote" parking resources more attractive to daily commuters. This can be addressed by reduced speeds and safer crosswalks, but also incentive programs such as reduced parking fees and fringe benefits.

Finally, the sub-committee wanted to identify issues and solutions that impact quality of life of neighboring residents. The sub-committee acknowledged that improper parking in front of residences, speeding, and stop sign violations pose safety hazards and can be very disturbing to the neighbors who reside near the campus. While these situations may be caused by local drivers and tourists as well as students, recommendations were made that address these issues.

### **Issue – Reluctance to travel via bicycle**

#### Recommendations

1. Have the City of St. Augustine adopt recommendations regarding lowering speed limits, proper signage, and bicycle ordinances to create safer travel experiences. These recommendations are supported by the US DOT speed limit manual, FDOT bicycle and pedestrian guidelines and FHP crash data.
2. Develop systems that encourage Flagler College employees to commute via bicycle.
3. Hold quarterly bike rides with students and the community.

### **Issue – Speeding cars through Flagler Model Land Co.**

#### Recommendations

1. Conduct a study to lower and post the speed limit to 20 mph.
2. Install speed limit signs and conduct 2 weeks of warnings before tickets are issued.
3. Set up quarterly speed monitors.



### **Issue – Congested Oviedo Street**

#### Recommendation

1. Eliminate parking on one side of the street and implement time restricted parking on the other side of the street (8 a.m. – 5 p.m., no time restriction parking after 5 p.m.). Additionally, study and consider restricting Oviedo St for Residential Permit parking only.

### **Issue – Cluttered sidewalk in front of Lewis House (parking meters)**

#### Recommendation

1. Replace parking meters with a pay station.

### **Issue – Underutilized parking at remote lots (i.e. Malaga and VIC parking garage)**

#### Recommendations

1. Have the College marketing office create a campaign to better promote parking garage plan to students and employees.
2. Require off-campus students to park in these locations (only residential students may park in Lewis, Kenan, Cedar and AUD lots).
3. Charge less money for Malaga and VIC parking garage parking permits.
4. Ask the hoteliers and bed and breakfast owners to better promote use of the VIC parking garage with their guests using the discounted rate offered by the City.
5. Identify private sector services, such as Historic Trains of America, Ripley's Red Trains and St. Augustine pedi-cab, which can serve as guest transportation services.

### **Issue – Pedestrians, cyclists, skateboarders not obeying traffic/mobility ordinances**

#### Recommendations

1. Have the City of St. Augustine implement more practical and efficient ordinances (supported by US DOT).

2. Work with Velo Fest to create more educational and community awareness opportunities for students regarding safe behavior.

### **Issue – Unsafe pedestrian crossings**

#### Recommendations

1. Have the City of St. Augustine install signal crosswalks at
  - King Street (in front of Ponce and Lightner)
  - Cordova Street near Valencia Street
  - Valencia Street in front of Lewis Residence Hall
2. Have the City of St. Augustine install a crosswalk on Malaga, in front of FEC and Oviedo Street.
3. Have the City of St. Augustine include information on the proper cross walk etiquette for vehicles and pedestrians. This can be a flyer included with water bills to assure city-wide distribution at minimal cost.

### **Issue – Traffic**

#### Recommendations

1. Promote use of WAZE app with tourists, residents and Flagler College students (app that shows traffic jams and can educated drivers to take alternative routes)
2. Identify a Public Administration class that could address scenarios of how best to clear traffic after the bridge openings.

### ***Landlord – Tenant Relations/Derelict Housing Sub-Committee***

- Leslee Keys
- Mike Davis
- David Rice
- Judith Seraphin

The Landlord-Tenant Relations/Derelict Housing sub-committee members met with Wil Franke, City Code Enforcement official, regarding policies and procedures for properties. It was discovered that enforcement is mainly a complaint driven process and anonymity of the

complainant is not protected. The code states that three unrelated individuals are permitted per dwelling unit; however, the City is not able to monitor this. There is no process in place for inspections of rental units, in contrast to vacation rentals in communities such as St. Augustine Beach which requires annual inspections.

A minimum maintenance ordinance is a commonplace means of protecting health, safety and welfare in communities. Yet, no such ordinance exists for St. Augustine. All renters could benefit from improved conditions, and knowing requirements prior to leasing may ensure greater safety of units and for renters.

### **Issue – Deferred maintenance of multi-family rental units and excessive number of tenants**

#### Recommendations

1. Have the City of St. Augustine adopt recommendations establishing criteria for multi-family rental units and providing for annual inspections.
2. Implement a minimum maintenance ordinance to support building and life safety codes.

### **Issue – Proliferation of multi-family rental units that exist outside the zoning classifications in which they are located**

#### Recommendations

1. Establish a pro-active inspection policy and procedure for Code Enforcement.
2. Implement an anonymous complaint procedure for code violations.
3. Research the possibility of a student – developed app that rates rental properties.

### **Issue – Disruptive or illegal behavior by tenants**

#### Recommendation

1. City of St. Augustine and Flagler College jointly develop a Tenant's Rights and Responsibilities manual and make available on the Flagler College and City of St. Augustine websites.

## TRANSPARENCY OF GROWTH

When the Town and Gown Task Force began discussing the Transparency of Growth issue, it was clear that this would be the most challenging issue we addressed. Some community perceptions and previous actions by the College that surfaced in baseline discussions were

- Demolition of historic structures to provide land for new buildings
- Enrollment plans and future facility need visibility
- Use of the term “growth” in context of Town and Gown

It was stated that the College does not have current plans to increase enrollment beyond 2015 levels but does need to grow and improve some of its facilities. The issue evolved into identifying a future process in which residents feel confident that the residential quality of their neighborhoods is being protected and the College can fulfill its needs to remain competitive in higher education, which is demonstrated in Appendix B on page 34. “Positive Practices for Town-Gown Relations” printed in *Town-Gown Collaboration in Land Use and Development* supports this progression. “A variety of practices have shifted the relationship from being adversarial to collaborate by joining stakeholders in partnerships to achieve common goals, facilitating buy-in from the community, and achieving long-lasting change.” (Sungu-Eryilmaz) The Task Force identified the concerns of the residents and the College in an attempt to find common ground and to help view the issues from another person’s perspective. Residents’ Concerns:

- Loss of historic homes
- Loss of residential feel/lifestyle
- Scale of buildings

College’s Concerns:

- Need for residence hall, parking and science building
- How to maintain community character
- How to coexist with the community

It is the opinion of many on the Task Force that much of the anxiety felt in the community results from lack of information about future College building projects. Many residents are also

unaware of the positive College contributions to the Community such as cultural events, volunteer work, use of local service providers, as outlined in Appendix C on page 37, as well as its financial contributions to the local government in terms of voluntary police subsidiaries, property taxes for non-essential property, and fees. Therefore, recommendations were proposed that improve communication levels and result in positive and beneficial relationships among the College, City and Community.

**Issue – Address relationship between the community and the College.**

Recommendations

1. Appoint a Town and Gown committee to meet quarterly to check in on the “town/gown” relationship.
2. Join the International Town and Gown Association with the intention of sending representatives to the conference.
3. Have Flagler College become an active member of the Flagler Model Land Company Neighborhood Association.
4. In conjunction with the formation of a Town and Gown Committee, have the City of St. Augustine initiate a biennial community/stakeholders satisfaction survey that addresses the issues identified by the initial Task Force survey, and any subsequent issues that may arise.
5. Have the College publish a “State of the College” report in the Record and provide it to the Neighborhood Council, including the College’s financial contribution to the community.
6. Have the College announce enrollment objectives for a rolling 5 year period and building intentions for improvement or growth. It is understood that enrollment is difficult to project accurately but a target or range could be offered.

**Issue –Identify a framework in which the College and Community can coexist harmoniously.**

Recommendations

1. Encourage the City of St. Augustine and Flagler College to work with the USPS to actively pursue relocation of the post office to enable Flagler College acquisition of the post office property and potential for a mixed use development of commercial and college use. The

College should also consider other commercial property for potential future development (as opposed to acquiring residential property).

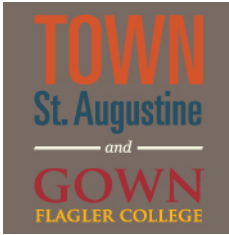
2. Work with appropriate City staff, Flagler College administrators and neighborhood residents to identify a mutually collaborative process in which future College development projects are revealed and discussed, prior to public presentation at HARB or PZB.
3. Have the College continue the practice of courtesy advanced notification of projects. The best channel for notification is through the affected neighborhood association representative. The association representative can assemble a small group of interested residents to join the meeting and hear details of what is proposed. Constructive feedback will be taken into consideration when developing plans.

## CONCLUSION

Town and Gown clearly achieved an improvement in communication among College, Community, and Residents. Numerous perceptions and myths were identified and clarified. A better understanding of all parties needs was conveyed. All agreed that Flagler College, the residents, businesses and other institutions are an important part of the community and their continued success is vital to St. Augustine.

The six month assignment has been rewarding and beneficial with much to show for our efforts. The residents and College both want the same thing – for St. Augustine to be a thriving, livable community. The important part is to maintain the open communication and balance to ensure a win-win situation. Hopefully the recommendations outlined in this report help achieve this goal.

# Appendix A



The following items were mentioned during the inaugural Town and Gown Meeting held on September 10, 2014. Please rank each issue in terms of perceived importance (1 = highest priority; 7/8 = lowest priority).

If there is an issue not included that you feel should be addressed, please add it below.

- Disruptive behavior by students
  
- Need for building codes/permits for landlords
  
- Students not engaged with community/residents
  
- City of St. Augustine alcohol sales policy
  
- Increased policing by SAPD
  - Noise
  - Underage drinking
  - Illegal parking
  
- Transparency regarding Flagler College growth
  
- Parking/mobility
  
- Other, not listed \_\_\_\_\_
  
- \_\_\_\_\_



1. Please move each item up or down on the list to create your list of most important to least important issues.										
#	Answer	1	2	3	4	5	6	7	8	9
1	Disruptive behavior by students	15	19	22	20	19	18			
2	Need for building codes/permits for landlords	11	23	24	20	22	13			
3	Students not engaged with community/residents	4	8	12	17	17	20			35
4	City of St. Augustine alcohol sales policy	5	6	8	11	24	31			30
5	Increased policing by SAPD regarding noise, underage drinking, and illegal parking	8	17	27	26	14	14			14
6	Transparency regarding Flagler College growth	38	14	8	9	14	16			17
7	Parking/mobility	27	29	18	16	9	7			12
8	Other, not listed (please see below)	12	4	1	1	1	1			3
	Total	120	120	120	120	120	120			120
Statistic										
	Disruptive behavior by students	Need for building codes/permits for landlords	Students not engaged with community/residents	City of St. Augustine alcohol sales policy	Increased policing by SAPD regarding noise, underage drinking, and illegal parking	Transparency regarding Flagler College growth	Parking/mobility	Other, not listed (please see below)		
Min Value	1	1	1	1	1	1	1	1		1
Max Value	8	8	8	8	8	7	8	8		8
Mean	3.78	3.74	5.25	5.34	3.99	3.69	3.25	6.96		
Variance	3.32	3.07	3.5	3.02	3.05	5.79	4.09	5.54		
Standard D	1.82	1.75	1.87	1.74	1.75	2.41	2.02	2.35		
Total Resp	120	120	120	120	120	120	120	120		120
	Lowest mean = highest priority									
	Smaller variance = more consistency									

Safety of students on skateboards and bicycles not following road rules, especially travelling opposite way on Granada Street and middle of road on Cordova south of King.
Improve residence awareness of both the cultural and financial enhancements the college brings to the town.
The unchecked growth of Flagler is the biggest problem. The school is changing the character of our historic city. More growth destroys our neighborhoods and soon enough the things that's make this city unique and attractive.
Add to No. 1. Uncouth behavior by students in their life style within a St. Augustine residential neighborhood. This includes loud vulgar conversations daytimes and especially at late night parties, arrogance and rudeness toward their neighbors, overloaded and dumped garbage cans visible days before city pick-up, scattered beer cans, liquor bottles, trash and food visibly left out on sidewalks and lawns, cutting trough properties on bikes, unreasonable parking habits.) Add to list at No. 2. Uncaring or absentee landlords allowing the above behavior. Landlords not attending to the maintenance and appearance of rented properties. (Uncut lawns, overgrown weeds and shrubs, dilapidated structures, fences and gates, parking on lawns and non-vehicle areas, accumulated trash and debris. Multiple vehicles, boats, trailers in excess to the number of tenants living within a rented dwelling.)
Removal of Abare from Flagler. His time is passed. Flagler needs to move forward without him.
Skate Boards in the streets. Bicycles are vehicles in a road or streets (the same as autos) Driving laws apply as well. I realize that these a young people and are not thinking (I was the same at their age)...I try to drive carefully around the college. The College is doing the right thing in input by we residents. Herbie Wiles 63 Bay View Dr. & 400 N Ponce de Leon Blvd
How can we as citizens of St Augustine welcome these students to our community through a program of mentorship and social engagement? It's not always about them abiding by "the rule" so they are not seen and not heard. Embrace them if you can. Invite them for dinner, to service on Sunday, and thank them for being motivated and caring enough to help improve our world. Help them through their mistakes and on to success. Jim Craggs
Bars need to control their door better. Identifying everyone attempting to come into that establishment. More buy-in from our local businesses.
Flagler paying fees in lieu of taxes for all the services provided it and its students; Flagler using satellite campuses and not buying more downtown property; hostility of security guards toward residents walking dogs through Flagler-owned property, which is so massive that it's pretty hard to avoid; Flagler students trashing the outside yard areas of their rental units, which tourists see; the creeping student slum areas around Sevilla, Saragossa, the north part of Riberia, and the south part of Cordova, particularly around the former St. Augustine Record building.
Business zoning in Lincolnville and inner West King
The gradual take over of the entire historic district, Soon we'll need to change the signs, "Welcome to Flagler College, The Nations Oldest City.

<p>Early morning noise and disruption of holiday weekends by maintenance workers, weed whackers, leaf blowers, leaf vacuuming and pressure washers. Lack of consideration for their neighbors is number one and includes most of the other problems.</p>
<p>Every time that Flagler College expands in the city, the property is taken off the tax roll. This is not fair to the residents. Flagler should think about moving some of its facilities west of town.</p>
<p><b>NO MORE EXPANSION IN OUR HISTORIC DOWNTOWN. ENOUGH! MOVE OUT INTO THE COUNTRY. YOU HAVE DESTROYED AN ABUNDANCE OF OUR HERITAGE.</b></p>
<p>Other- Community support of Flagler College, Community involvement in college athletics and cultural events held by the College, Economic impact that Flagler College has on this community</p>
<p>City's willingness to grant all requests for PUD &amp; Zoning changes to Flagler College needs to moderate. Neighborhoods (Cedar Street) have been obliterated by dorms and parking lots. Keep St. Augustine beautiful and our neighborhoods serene. No more downtown expansion or repurposing permits. King Street properties are available for a price. Development west of US 1 would be a win-win situation for city and college. Downtown is saturated.</p>
<p>This may fall under "parking" or "illegal parking" under "increased policing, but it is Parking in Designated Spaces and Driveways only, NO parking in yards. This is not a trailer park, let's not treat it like one. :-)</p> <p>Also, Picking up after your Dog. Again, this is residents and student-residents alike.</p> <p>Thank you for the forum.</p>
<p>As a Menorcan and local who supports the downtown businesses and restaurants on a very regular basis, I feel deeply that Flagler College should not be allowed to expand their college campus into the Historic district and downtown area any more than it has. The classroom building in the Historic Preservation 3 district SHOULD HAVE NEVER BEEN ALLOWED. Enough. The college has been and is an asset to our town but was never expected to continue this metastasis into our downtown area. The tourist industry and locals have enjoyed and supported the city for many years. They do not come to see Flagler College or any of its admin. buildings etc. They come to see the historic Ponce De Leon Hotel. They come to walk the streets and enjoy the history and culture of this beautiful, historic place. To those of us who have lived here for generations, this little city is precious to us. I didn't care for the comment made by President Abare in the Sept. 11th Record that "We can't put the toothpaste back into the tube". Understood, and no one asks or expects that. But, we can and should put a cap on it.</p>
<p>Perhaps we should change the name of the city to Flaglerland</p>

<p>Flagler College continues to say we're not expanding yet every year, there is some expansion. Flagler College's new properties are taken off the tax roll and then we, the taxpayers, must take up their slack. Downtown St. Augustine is and should remain more than Flagler College and any expansion should be outside the city limits. Stop your growth Flagler, while telling taxpayers, "we not going over XXX students." FC has been not telling the City and taxpayers the truth for more than 20 years! Stop it!</p>
<p>Comments about the parking. I live in Davis Shores. Several homes here are rented to Flagler students. These are easy to distinguish from residents because the yards are often full of cars and often the street in front of these homes will have numerous cars parked in front. The streets thru Davis Shores are quite narrow. Driving and dodging these vehicles is a nuisance.</p>
<p>my largest complaint is the distance that the administration of the college keeps from the community....there are very few community lectures or opportunities for community to be involved with Flagler. I come from a community up north where the universities have many ways to involve the towns and cities....the students live in my neighborhood--davis shores and i like them all, not complaint</p>
<p>BICYCLES NO RULES TAKEN , JAY WALKING,</p>
<p>My primary concern with Flagler College students is only that they do not travel safely downtown.. The bicyclists routinely run the 4 way stop sign intersections and do not even look before sailing through. Skateboarders are equally careless of their safety. Cyclists do not have lights on their bikes or reflective clothing I live on Sevilla Street and I love all that Flagler College brings . I am thankful for Flagler College tutors for my kids, the speakers and social events that Flagler brings, and my oldest son attends Flagler and is able to live at home . It doesn't get much better. Flagler College student interns at Ketterlinus Elementary have helped my kids as well . I fell blessed by Flagler College. They even allow the National Guard to host retirement celebrations at Flagler College without charge They are good neighbors and I don't understand the concerns raised by local residents.</p>
<p>Flagler College needs to purchase land on West King Street or West of US 1 to build dorm rooms. They can obtain a grant to run a bus from there to school or contract with the Sunshine Bus. OR if they are going to continue to try and purchase downtown buildings then they need to pay their fair share of property taxes. The residents should not be made to pay for them to grow. They are legally a non-profit BUT HAVE PLENTY OF MONEY!</p>
<p>The growth of Flagler College in our downtown area should be stopped. Too many properties are being built or bought in the area by the college.</p>

<p>Flagler College May be a better City Citizen if they could:</p> <p>1). Refrain from expanding into the Historic District and taking more property off of tax rolls. Please explore expanding in West Augustine.</p> <p>2). Build a parking garage at Malaga for student only parking, and restrict student parking to their own garage as the ultimate solution for traffic, parking, speeding and disruptive driving behavior.</p>
<p>Flagler Students paying attention to traffic laws and safety when walking / bicycling / skateboarding to and from where they park to the school. I have almost run over several because they are skate boarding down the middle of Cordova, with headphones on. They are totally unaware of traffic.</p>
<p>Increased police presence in downtown areas 24 hours day.</p>
<p>None of these items are of particular concern. Flagler is a tremendous asset to out town and I think you are doing a great job. I encourage you to keep growing and adding to the downtown economy and our community as you have. Your students have never been an issue. I have lived here all my life (50 pus years) and one of our children graduated from Flagler. Great great school!</p>
<p>What would happen to the downtown if Flagler College built a new college and all facilities in the county?</p>
<p>unscientific nature of this survey</p>
<p>Students are worse than those at UF about j-walking</p>
<p>Students driving bicycles against the traffic flow on "one way" streets. Students crossing streets in downtown area without looking.</p>
<p>Payments in lieu of real estate tax, commensurate facility value.</p> <p>No further expansion within City limits. Future growth, including classrooms, dorm, offices, and parking garage should be north or west of the City.</p> <p>Noise and traffic abatement in multiple room houses occupied by students.</p>
<p>The lack of safety awareness of the students crossing King Street in front of the college. They do not look left or right, just step into the road. I know they have the right of way. Also, they traipse across one at a time rather than pause a moment for more students to cross at a time.</p>

I could not manage to move any of the above issues up or down on my computer so here is my list:  
I COULD NOT MOVE THE ABOVE ISSUES UP or DOWN so I'm listing them here: Please include these in order.....  
1( Transparency concerning Flagler College growth  
2) Parking/mobility  
3) Increased policing by SAPD  
4) Students not engaged with community/residents  
5) Need for building codes/permits for landlords  
6) Alcohol sales/ disruptive behavior

Flagler College needs to expand outside the city and start a new campus north or west.

Need tenure for faculty, living wages for employees and collective bargaining agreements.  
Need to pay higher Payments in Lieu of Taxes.  
Need to expand investigation of false reports to Department of Education, et al.  
Need to stop destroying our history.  
Need to increase minority enrollment.  
Need Proctor to go.

<p>What fails to be listed is the citizens of St. Augustine's hostile behavior towards Flagler College and their students. Every complaint listed here is typical of a college town, they are things you will just have to deal with because it comes with every school around the country. You're not the only small town in America housing a college. Moreover you should be proud you have such a wonderful institution with outstanding faculty and students who go on to do great things in this world. What citizens also fail to see is these students help boost the economy in St. Augustine. Remember, being a vacation spot means there are down seasons, with these students here pretty much year round they contribute a high amount to the economy of the city, they support local businesses and are even employed by them. The school has also contributed fabulous additions to the city with their historic preservation of buildings and architecture of new buildings blending with the city. There are citizens of St. Augustine who neglect and tear down historic structures, therefore trying to say Flagler College is a nuisance due to it's growth is a complete fabrication and is a tactic to deflect from the poor management of the city by it's own people. Half of the new thriving small businesses started on San Marco and Downtown are owned by Flagler College Alumni. Yes, kids are going to be immature, it's part of life, but it's not bringing down the city. If there is something bringing down the city, it's the homeless, drug dealers, and sexual predators. Focus on the real issues, maybe solve the muggings that have been happening downtown. The students are part of the culture and life of this city, they are what add the extra flavor and youth, without them St. Augustine would be dull, culturally and financially dead. If you're worried about parking, it comes with the territory, DOWNTOWN also known as COMPACT means little parking regardless of a college presence. Any city you go to will have parking problems, has anyone ever considered tourism is part of the issue as well? Guess not. All people are going to park illegally, I know residents who have done so, stop putting the blame and assuming these violations are always students because it's not. As far as the alcohol complaint, if they live off campus, it's an issue of the state law. If they are drinking underage off campus it's the police's job to take care of it. You can't jail your alcoholic neighbor and you cannot jail a college student who's 21+ for drinking. Flagler's campus is what Flagler is legally responsible for. They are a dry campus, therefore they have a zero tolerance rule and have done very well dealing with students who violate this rule. People keep focusing on the negative aspect of the school instead of the positives, if people actually realized how many good things this school brings to the city, then people would stop complaining. The closed-minded citizens of St. Augustine need to learn to accept this is 2014, not 1950, the city has changed, it has grown, flourished, you just have to learn to love the city and see the beauty of the growth. If you don't like Flagler College and their students then the solution is simple, move.</p>
<p>Great to live near a town with a college - one of the reasons we moved here  Would love Adult Ed classes - non credit  Hospitality courses - like Cornell - would be a fit in your curriculum  Crisp Ellert Museum is great  More parking - use church lots that stand empty all week</p>
<p>Demolition of historic homes/buildings</p>
<p>Payments for city services in lieu of property taxes, plan to offset tax revenue from property acquisition</p>
<p>Lack of real property tax on retail sales facilities operated by the College.</p>
<p>Flagler is an asset to our community, but too often students who live in nearby neighborhoods demonstrate little respect for other residents. The blame is not only on Flagler not helping to control this (we've called to complain and have been met with complete disinterest on the Flagler Student Services staff member who fielded our call), but also on the homeowners who rent to multiple students, and to the city staff who do not enforce existing codes (we've called them, too).</p>
<p>I believe we are a college town and feel we need to work together to keep balance.</p>

City enforcing city codes with violation fees increases with regards to no actions after notices from city officials have occurred. Commercial properties and those who manage the locations need to call police and city when noise, loitering occurs.
Expansion into the surrounding neighborhood – this is not a college town rather an historic city with a college in it. Limit Growth.
Responsible landlord policy
Safety skateboards, bicycles and cars – what should drivers expect from skateboarders? Are there specific rules?
Sense of students being out of control with mean spirited vandalism.
Skateboarding on sidewalks and streets. Respect your neighbors – your interactions with others.
Housing – landuse, group homes/dorms
Flagler's willingness to take some/more responsibility over students' behavior off-campus, be it in off-campus housing or on the streets and for the information (positive and negative) to be disseminated to all.
Ratio of new (freshman) students as a ratio of total # students = younger student on average
Skateboard safety and rules
College comprehensive plan growth limits that can be made operational
How drivers react to student pedestrians
Disruptive behavior of weekend visitors and tourists





# Appendix B

May 20, 2015

# Town & Gown Committee

## Transparency & Growth: Background and Recommendations

Prepared by Resident Representatives of Town and Gown Committee

Becky Greenburg, Judith Seraphin, Tom Dreisbach, John Versaggi

### **Background:**

The 2014-2015 Town and Gown Task Force greatest challenge has been addressing Transparency of Growth which was the number one issue in the initial survey. Respondents to the survey desired more insight into the College building plans and enrollment. Residents in surrounding neighborhoods do not want more institutional presence that will alter the character of the streets and their lifestyle.

Flagler College contributes to the community in many ways and is overall positive for the city. Building preservation, lecture series, cultural events, and public use of facilities are organized by Flagler for the benefit of area residents. Many downtown residents enjoy these offerings and contribute to the College on an annual basis. Aside from neighborhood encroachment concerns, most residents support the College and feel it is a benefit to St. Augustine.

The College is recognized as strong and viable among its peers. Competition for new students increases every year. Flagler College stressed the importance of maintaining their “walking campus” since this feature is a major draw of new students. It was confirmed that a Satellite Campus is not in future plans. Enrollment is presently down from peak, but there is no assurance the current level of 2350 fulltime students is the long term cap. Flagler College is reluctant to release details of long term plans of new building projects since owners of adjoining properties tend to exploit the situation. The College presented a prioritized list of building and improvement needs to the team but without timing or location particulars.

Neighborhood homes surrounding the main campus building are valued by their owners and others who enjoy the historic nature, tranquility, and pedestrian friendly streets. Visitors remark favorably about the numerous period homes built during the Ponce Hotel and FEC Railroad heyday. Several of the homes were built for executives of Henry Flagler’s empire. Neighborhood residents invested in these homes for the attributes mentioned and will object to proposals for more institutional size buildings to be constructed near their homes. Negative effects on property values and quality of residential life are of primary concern.

Flagler College has previously built large buildings on residential streets. Cedar and Valencia St dormitories, Proctor Library, and Ringhaver Center are examples. These projects were approved by the City through the PUD application process. Residents remain concerned that more such development could again be proposed as a PUD, knowing that large land parcels on Valencia/Riberia/Oviedo, and Carrera Streets are owned by the College. Residents object to institutional development of these properties and assert that any construction must conform to current zoning. By definition, a PUD should be a 3-way win for a) the applicant, b) the neighboring properties, and, c) the City of St. Augustine.

The team was made aware of active project discussions for building three dormitories and a parking lot on the former FEC property on Malaga St. This was conveyed voluntarily by Dr. Abare in a Planning & Zoning public meeting. The residents felt this advance communication was a positive gesture by the College and allows residents more time for comment in advance of a PUD application. Residents support

Malaga St. as a suitable location for these buildings and addresses the 3-way Win test. Residents encourage the College to continue seeking nearby commercially zoned properties for other future building needs.

**Recommendations to improve transparency of growth:**

1. Use press releases to announce enrollment objectives for a rolling 5 year period and building intentions for improvement or growth. It is understood that enrollment is difficult to project accurately but a target or range could be offered.
2. Communication of proposed projects affecting residential neighborhoods can be best handled through established Neighborhood Association Presidents. The College can contact the Association President to request a dialog session to communicate new project plans. The Association President can then assemble a small group of interested residents to join meeting and hear details of what is proposed. It is recommended that such meetings take place at 6-10 months prior to the PUD process, if this is the zoning tool intended to apply for building permits.
3. A second recommendation is to rely on the City's PUD process to manage citizen inputs once a PUD is in play. The process calls for at least two readings at PZB meetings which are one month apart. Continuances are often requested to allow the City or Applicant to modify the plan or research needed information. Public comment is always encouraged in this forum. The 5 City Commissioners ultimately must accept or deny the PUD application following PZB's recommendations. Public comment is likewise allowed in the Commission meetings.

# Appendix C

## Flagler College Contributions to City of St. Augustine – Facilities/Events/Community Service

2013-14 Fiscal Year

### Use of Flagler College Facilities

- 14 government uses of Flagler College facilities at no charge
- 61 events held by outside organizations – 41 at no charge
  - The other 20 events had rental rates that were 21% below market value
- Flagler College held 73 public events
  - 54 at no charge

### Flagler College Service

- Flagler College students contributed approximately 6,000 hours of community service (very low estimate)
  - Equivalent to \$132,840
    - One volunteer hour = \$22.14
  - Entities that benefited include
    - City of St. Augustine
    - St. Augustine Youth Services
    - Betty Griffin House
    - St. Johns Juvenile Correction Facility
    - Boys and Girls Club
    - College Reach Out Program – Communities in Schools
    - St. Johns County Schools
    - St. Augustine Lighthouse
    - Make-a-Wish Foundation
    - Susan G. Komen Fund
    - Habitat For Humanity
    - St. Francis House

Sources:

Flagler College Student Handbook, <http://www.flagler.edu/student-life/student-services/studenthandbook/index.html>

Disorderly Conduct: From the time a student applies to the College until the date at which the student's enrollment is officially terminated, the College reserves the right to take cognizance of any conduct on the part of the student that may disqualify him or her from initial enrollment or from continuing enrollment for successive terms. Once enrolled, students are not only accountable for their conduct on campus during the academic term but also for their conduct off-campus, during vacations and between terms. Accordingly, the violation of any law, statute or ordinance, the violation of any college rules or other conduct that reflects discredit upon the institution is subject to review and appropriate disciplinary action regardless of whether it occurs off-campus, during vacations or between terms. Disorderly conduct is any action or disruptive behavior, committed on or off campus that may result in a breach of the peace or a disturbance, or adversely affect the College community. Such conduct is a violation of College regulations and constitutes an interference with the standards and purpose of the College. Disorderly conduct includes, but is not limited to, the following: violation of "any" law, statute or ordinance; failure to comply with written or oral instructions given by the College staff and faculty in the performance of their official duties; the forging of a faculty/administrators' name on any document and indecent or obscene conduct or expression. Any violation of this policy will subject the student to suspension or dismissal from the College

St. Augustine Mobility Study,

[http://www.northfloridatpo.com/images/uploads/docs/St\\_Augustine\\_Mobility\\_Institute\\_Final\\_Report.pdf](http://www.northfloridatpo.com/images/uploads/docs/St_Augustine_Mobility_Institute_Final_Report.pdf)

Sungu-Eryilmaz, Yesim. "Positive Practices for Town-Gown Relations." *Town-Gown Collaboration in Land Use and Development* (2009)