

**Ray Bagshaw**  
Mayor

**John Dowless**  
Council President

**Pamela Henley**  
Council Member

**Neil Powell**  
Council Member

**Dan Drummond**  
Council Member

**Michael Hendrix**  
Council Member

**AGENDA**  
**JOINT WORKSHOP**  
**CITY COUNCIL-PLANNING & ZONING BOARD**  
City Hall – Council Chamber  
405 Larue Avenue, Edgewood, Florida  
Tuesday, March 31, 2015  
6:30 p.m.

Susan Lomas  
*Board Member*

Marion Rayburn  
*Board Member*

Jon Von Voorhis  
*Board Member*

Regina Dunay  
*Chairwoman*

Wade Fischer  
*Board Member*

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Workshop meetings are for information gathering and discussion purposes. No vote on any issues at Workshop meetings will be taken. The right is reserved to discuss additional items or delete items from the tentative agenda.

**PLEASE SILENCE ALL CELLULAR PHONES AND PAGERS DURING THE WORKSHOP MEETING.**  
"THANK YOU" for participating in your City Government.

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***The purpose of this joint workshop is to discuss the visioning of commercial signage in the City of Edgewood. There will be no policy decision making made in this workshop.***

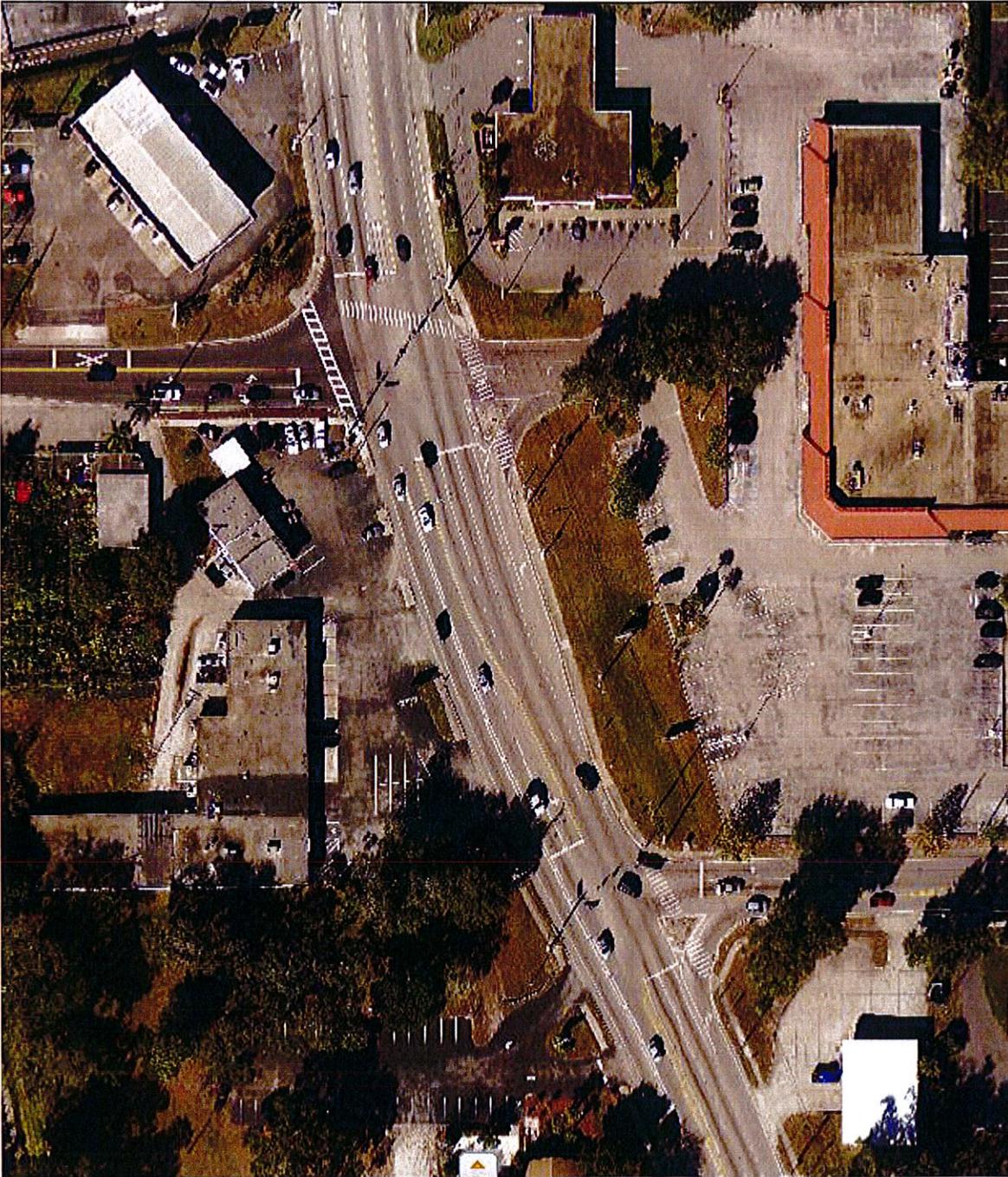
**ADJOURNMENT**

**UPCOMING MEETINGS:**

- April 21, 2015.....City Council Regular Meeting
- May 19, 2015.....City Council Regular Meeting

You are welcome to attend and express your opinion. Please be advised that Section 286.0105, Florida Statutes state that if you decide to appeal a decision made with respect to any matter, you will need a record of the proceedings and may need to ensure that a verbatim record is made. In accordance with the American Disabilities Act (ADA), if any person with a disability as defined by the ADA needs special accommodation to participate in this proceeding, he or she should telephone the City Clerk at (407) 851-2920.

# EXECUTIVE SUMMARY



## Orange Avenue Beautification Plan

March 2015

# Orange Avenue Beautification Plan

## Overview

The purpose of this document is to create a plan to improve the aesthetic quality of Orange Avenue. Improving the visual appearance of the corridor will increase property values, attract new businesses, and improve the quality of life of city residents. In this effort, the 72 commercial zoned parcels along the corridor were analyzed to identify existing conditions and compliance with existing regulations, with a focus on landscaping and sign regulations. Through the analysis, it became apparent that achieving the goal of improving the aesthetic quality of Orange Avenue required implementation of three actions:

- 1) Enforce existing land development regulations;
- 2) Change development regulations where necessary; and
- 3) Create partnerships, including outside agencies such as FDOT, utility companies, Orange County, and property owners.

It is interesting to note that the desire to improve the aesthetic quality of Orange Avenue has been discussed since at least 1982. Regulations have been written and rewritten with the intent to enhance the aesthetic appearance of the City, bring about uniformity, avoid excessive clutter, and transform the properties into a more viable commercial corridor. The lack of code compliance, though, has led to the inability of reaching the desired goal.

## Action 1: Enforcing Land Development Regulations

Code enforcement can be a primary tool for the improvement of Orange Avenue. The two principal sections of the City Code that relate to the goal of Orange Avenue beautification are Chapter 122 Signage and Chapter 114 Landscaping. Of the 72 commercial parcels along Orange Avenue, code compliance issues (not including pole sign violations) have been observed on 41 parcels. The majority of the compliance issues relate to the signage and/or landscaping regulations, with the most frequent code violations, disregarding pole signs, noted below.

- lack of landscape maintenance (Section 114-10),
- presence of illegal freestanding signs (Section 122-3(1)e.4.,
- presence of illegal use of banner signs (Section 122-3(2)),
- location of dumpsters and lack of their screening (Sections 30-49 and 144-4(6))

- exceedance of maximum sign copy area (Section 122-3 (1)a) mostly resulting from non-permitted signs and over-use of window signs Section 122-3 (1)e.10), and
- lack of screening of outdoor storage (Section 134-406(12))

It is important to review the history of the regulations used in the parcel analysis to understand which regulations apply to each parcel.

## **Sign Regulation History in Edgewood**

The history of the City’s sign regulations can be divided into two parts: Pre 1982 and Post 1982. It seems like July 6, 1982 was a defining moment for improving the aesthetic appearance of the Orange Avenue corridor with the adoption of a new sign ordinance. Any sign that was not consistent with the 1982 regulation had 3 years to come into compliance.

However, prior to the 1985 deadline the City decided again to re-write the sign regulations. On May 21, 1985, new sign regulations were adopted. With the exception of the allowance of pole signs and other minor changes made in 1986, 1988, 2002, 2004, 2009, and 2012, the 1985 regulations are consistent with today’s sign standards. Per the 1985 sign regulations, all signs that existed and were maintained on July 6, 1982 were allowed to remain until June 1, 1987. If a sign was erected between July 6, 1982 and May 21, 1985, and became a nonconforming sign for the first time because of the 1985 sign standards, those signs were allowed to remain until June 1, 1990.

The changes made in 1986, 1988, 2009 and 2012 were less restrictive, thus the nonconforming clause was essentially irrelevant. The 2002 change, however, was more restrictive, prohibiting pole signs, thus a nonconforming clause was applicable: Legally existing pole signs as of May 2002 were allowed to remain until June 1, 2012.

All compliance deadlines have now past, which means ALL signs in the city should now be consistent with current sign regulations.

Below is a table summarizing the City’s sign regulation history. A summary of the current sign regulations follows the table.

## Sign Ordinance History

	1982 – Rewrite	1985 Rewrite	1986 Amendments	1988 Amendments	2002 Amendments	2004 Amendments	2009 Amendments
<b>Total Maximum Copy Area on site</b>	No	2sqft/lf building frontage+1/lf for a second front (which must be used on that front), max 100sq ft for all fronts				All new signs must display the address (4"- 12" in height	
<b>Pole signs</b>	Yes	Yes			Prohibited		
Copy Area	max 8 feet horizontal and 4 feet vertical	Max 72 sf/face					
Max. Height	12 feet, with 8 feet ground to sign clearance	16 feet, minimum clearance of 8 feet	Min clearance changed to 7 feet				
Max. # per parcel	One ground sign or one pole sign <sup>1</sup>						
Located in Landscaped area	yes						
Min Lot width		50 feet					
Setback from road	20 feet from the border of the existing roadway	Cannot extend into ROW, nor closer than 20 feet to a curb or pavement					
Property Line Setback		20 feet from all adjoining property lines and 20 feet from existing curbs or pavement, whichever is closer					
Other setback		No closer than 50 feet from another ground or pole sign					

	1982 – Rewrite	1985 Rewrite	1986 Amendments	1988 Amendments	2002 Amendments	2004 Amendments	2009 Amendments
<b>Ground Signs</b>	Advertising only one business					Definition Change: directly on a pedestal base without air space beneath designed to match building	
Copy Area	5 feet horizontal, 3 feet vertical, with no ground clearance	Max 72 sf/face			Clarified copy of 100 sf with maximum 72 sf/face		
Max height	Not mentioned	8 feet					
Located in landscaped area	Yes						
Max # per parcel	One ground or one pole						
Min lot width		50 feet					
Setback from road	20 feet from the border of the existing roadway	Cannot extend into ROW, nor closer than 20 feet to a curb or pavement					
Property Line setback		20 feet from all adjoining property lines and 20 feet from existing curbs or pavement, whichever is closer					
Other setback		No closer than 50 feet from another ground or pole sign					

	1982 – Rewrite	1985 Rewrite	1986 Amendments	1988 Amendments	2002 Amendments	2004 Amendments	2009 Amendments
<b>Freestanding Signs</b> e.g., <b>Mobile Signs</b>		Allowed if secured					
Copy Area Max		72 sqft included in total copy	40 sqft				
Setback		20ft from curb/rd, not in parking space, max 1 per business location	no closer than 50 feet from ANY other sign				
<b>Wall Signs</b>	yes	yes					
Copy Area	max 8 feet horizontal and 4 feet vertical					New wall signs may not disrupt architectural features of the building	
location	Below roof line	Below roof line					
<b>Directory Sign</b>	For Offices	Office or Shopping Center ground or pole sign that can be combined with Shopping Center sign subject to max copy area, but max 4 sq ft per tenant Only name, address and location, and occupation of tenants	Clarified could be for shopping centers, office buildings, or multi-occupant buildings	Eliminated the requirement that the Directory Sign must be a pole or ground sign			
Copy Area <sup>2</sup>	Max 2 feet horizontal x 1 foot vertical	72 square feet per face					
Max. Height	12 feet, with 4 feet ground clearance	Same as ground or pole					
Located within landscaped area	yes						

	1982 – Rewrite	1985 Rewrite	1986 Amendments	1988 Amendments	2002 Amendments	2004 Amendments	2009 Amendments
<b>Min lot area width</b>		50 feet					
<b>Shopping Center Sign</b>	Combo Name and directory of stores. No other signs	Ground or Pole with name of center can be combo with directory sign Subject to Max copy area					
Max Height	15 feet						
Located within landscaped area	yes						
<b>Shopping Center Occupants</b>		Calculated as done today	Clarified occupant was the business location.				
<b>Temporary Signs</b>	Max one month	Announcing public, charitable, or educational religious event, max 24 sqft					
<b>Activated Sign</b>	Prohibited	Prohibited					
<b>Animated Sign</b>	Prohibited	Prohibited					
<b>Awning Sign</b>	Prohibited	Prohibited		Permitted			
<b>Banners/Streamers/Spinners/Pennants</b>	Prohibited	Only by public and semi public orgs for 14 days prior to even and 3 days after with an overall limit of 30 days total, max 40 square feet of copy area not counted in total allowable copy area					Eliminated the restriction of only public and semi-public, allowed up to 30 days, max 60 days within one calendar year, and one banner sign on the parcel.

	1982 – Rewrite	1985 Rewrite	1986 Amendments	1988 Amendments	2002 Amendments	2004 Amendments	2009 Amendments
<b>Beacon Light</b>	Prohibited	Prohibited					
<b>Billboard</b>	Prohibited	Prohibited					
<b>Canopy Sign</b>	Prohibited	No mention					
<b>Display lights/banners</b>	Prohibited	Prohibited except banners as specified below					
<b>Flashing Light</b>	Prohibited						
<b>Marquee Sign</b>	Prohibited	Permitted not more than 12 inches beyond perimeter					
<b>Mobile Sign</b>	Prohibited	Permitted consistent with today's regulation					
<b>Projecting Sign</b>	Prohibited	Permitted Max 48 inches					
<b>Roof Sign</b>	Prohibited	Prohibited					
<b>Sandwich Sign</b>	Prohibited	Freestanding Sign regulations may apply					
<b>Snipe Sign</b>	Prohibited	Prohibited					
<b>Window</b>	Max 35% of the window glass area on any side of the building	Max 35% of the window glass area on any side of the building					
<b>Amortization</b>	All in compliance within 3 years (7/6/85) <sup>3</sup>	All signs to be in compliance by 7/1/87, but if sign was constructed between 6/1/82 and 1985, the sign was allowed to remain until 6/1/90 [unless the structure is altered, repaired, or the wording is changed (except changeable copy)]	Any sign that became nonconforming because of the 1986 changes was allowed to remain until 3/1/91. The changes do not appear to be significant that this would ever have applied.		Pole signs must be removed by June 1, 2012  Ground signs meeting the area requirements prior to 2002 ordinance are allowed to remain		

<sup>1</sup> Maximum one pole sign per business location, except businesses between Orange and Hansel, which are allowed one facing each road.

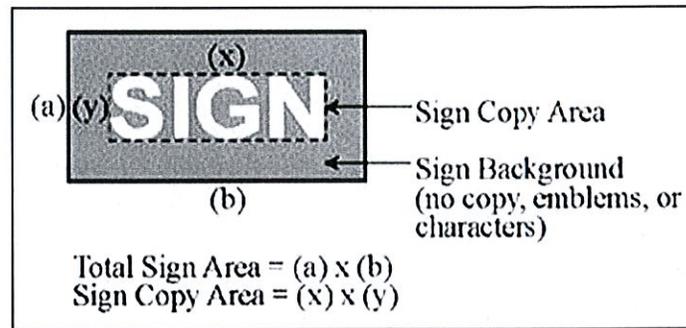
<sup>2</sup> Interpreted to mean of each business on the directory sign

<sup>3</sup> Code Enforcement was to remove the nonconforming signs after 10 days notice

## Edgewood Existing Sign Code 101

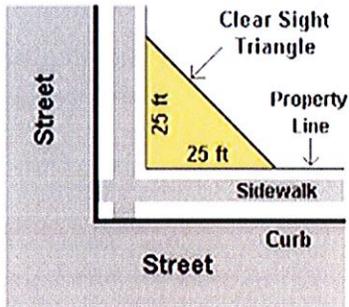
The parcel analysis of this document and noted code violations are based on the current sign regulation, which is summarized below.

- Maximum sign copy area on a parcel is calculated as follows: 2 square feet for each linear foot of building frontage on public rights-of-way. If more than one public right-of-way frontage exists, the other frontages are calculated at 1 square foot per linear foot of building frontage. If multiple frontages exist, the allowable copy area for each frontage must be utilized for that frontage to which it relates. The maximum copy area square footage is 100 square feet, irrespective of frontages. The maximum relates to the copy area that is visible from any one direction at any one time.



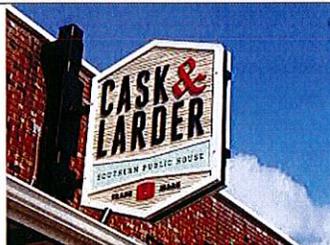
- Pole signs are prohibited. Pole sign is defined as any sign that is supported by a structure or supports on or upon the ground and independent of support from any building.
- Ground sign means any freestanding sign mounted directly on a pedestal base or mounted directly on the ground without air space beneath; or a sign supported by one or more poles no more than two feet in height. The sign shall be designed to match the architectural theme of the existing or proposed buildings on the premises.
- Billboards are prohibited, though those existing are allowed to remain.
- Maximum height of a ground signs is 8 feet (Sect 122-3(1)e.5).
- Maximum copy area per ground sign face is 72 square feet (Sect 122-3(1)e.5).
- Minimum distance between ground signs is 50 feet (Sect 122-3(1)e.5).
- Ground sign setbacks are 20 feet to the curb or pavement [not property line] (Sect 122-3(1)e.5), 20 feet from all adjoining property lines ( Sect. 122-7).
- Freestanding signs must be anchored and 50 feet from ANY other sign and not in a parking space, and 20 feet from the road (Sect 122-3(1)e.4.iii)).

- On corner lots, no sign may be placed within the triangular area formed by the street right-of-way lines and a line connecting them at points 25 feet from the corner formed by the intersection of the street right of way line. (Sect 122-6(j)).



- All parts and supports of a sign shall be maintained, no rust or peeling paint (Sect 122-6(c)).
- Weeds and debris shall be kept out of the immediate area of all signs (Sect 122-6(f)).

## Signs counted toward the maximum copy area

<p>Awning Signs</p>		<p>Building Shopping Center identification sign</p>	
<p>Freestanding sign (Portable signs)</p>		<p>Marquee sign</p>	
<p>Ground sign (Max 72 sq. ft. per sign face)</p>		<p>Directory Sign (4 square feet per tenant)</p>	
<p>Projecting sign (extending max. 48 inches perpendicular from the wall)</p>		<p>Wall sign</p>	
<p>Permanent Window sign (max 35 percent of the window glass on one side of building)</p>			

## Additional Square footage allowed

In addition to the copy area allowed on the signs shown above, shopping center/multi-tenant occupants are allowed copy area for their business [though location of such is not identified by code]. The allowable copy area for these signs is calculated using this formula: % of total leased/owned space of total shopping center x 2 sq.ft./lf of shopping center building frontage. For example if the business occupies 20% of the total shopping center space, then they are allowed to have 20% of the shopping center's maximum sign copy area [which is in addition to the ground/directory sign allowance]; although, no tenant is allowed to have more than 100 sq. ft.



## Landscaping Regulation History

### 1974 Regulation

In 1974, the City adopted landscape regulations, which are summarized below. Understanding these regulations is important as they remain in effect for development constructed between 1974 and June 3, 2003, per a 2004 ordinance.

When paved areas are adjacent to public right-of-way, a 5 feet wide, 3 feet high buffer is required. The buffer must contain one tree per 50 linear feet of frontage and one of three screenings:

- 2 feet high berm with landscaping at least 1 feet high; or
- 3 feet high wall; or
- Minimum 3 feet high plantings (at least 2.5 feet high at planting).

One tree per 75 linear feet was required to be planted when paved surface areas were adjacent to side and rear property lines, and if the adjacent land was residential, a  $\geq 6$  feet high hedge was required within a  $\geq 5$  feet wide buffer yard (unless a wall already existed on the adjacent property).

Landscaping was also required internal to the paved ground surface, calculated based on a total of 5% of the parking area and 1 square foot of landscaping/50 square feet of other paved ground surface areas exceeding 5000 square feet.

A maximum of 20 parking spaces was allowed in a row without a "landscaped dividing strip."

Landscaping was also required to define where driveways intersected a public right-of-way, provided unobstructed cross visibility between 2 feet and 6 feet above the ground was maintained. Trees were to be setback 3 feet from the driveway.

Required trees were to be a minimum of 6 feet in height at planting and only 50% of those required could be palms (specifically Sable Palms).

The owner of the property was responsible for maintaining the landscaping in good condition "so as to present a neat, healthy, and orderly appearance" and ensure conformance with these standards "at all times."

### 2003 Regulation

The landscape regulations were rewritten in 2003 (Ordinance 2003-001). With the exception of a minor change in 2004, the 2003 regulations are consistent with current regulations. The new regulation applied to any development approved after July 1, 2003 [note: there were

exemptions to small additions to existing development]. The regulations are summarized below.

When a vehicular use area (paved or unpaved) is adjacent to a public right-of-way, a 7 feet wide landscaped strip with 1 shade tree/40 linear feet (lf) or fraction thereof and a continuous hedge to be at least 36 inches in height within 18 months of planting (30 inches at planting) is required. Height of the hedge is measured from the parking lot grade. If overhead utilities are present, the required trees are allowed to be understory trees, planted at a rate of 1 tree/25 feet, minimum 7 feet in height.

Where vehicular use areas (paved or unpaved) are adjacent to residential zoning or land use, a 7 feet wide and 6 feet high opaque screen (either wall, berm, plantings or combination) with 1 shade tree/50 lf (or fraction thereof) is required. Where adjacent residential land already contains a conforming wall, berm, or hedge, the requirement is only 1 shade tree/50 lf (or fraction thereof).

For paved vehicular use areas, 10% of the vehicular use area is to be landscaped with 1 shade tree planted for each 100 square feet of the 10%. A maximum of 10 continuous parking spaces is allowed without a landscape break (minimum 8'x8') that includes 1 shade tree. An exception to the maximum 10 spaces in a row is the provision of a 7 feet wide median situated between the rows of parking with a shade tree every 50 lf. Landscaped islands are required at the end of each row to include 1 shade tree.

Landscaping is also required to define where driveways intersect a public right-of-way, provided unobstructed cross visibility between 2 feet and 6 feet above the ground is maintained. Trees are to be setback 3 feet from the driveway.

Landscaping is required along the perimeter of a building's primary face and along any façade fronting a public right-of-way. The landscaping must be at least 8 feet in width with ½ of area landscaped with shrubs. One shade tree/35 lf of building façade or one understory tree or palm/15 lf of building façade is required within the building perimeter landscaping.

All trees, with the exception of the understory trees, are to be at least 10 feet in height and minimum 2" caliper.

A permanent underground central irrigation system providing 100% coverage of all landscaping is required.

The solid waste storage area is required to be screened on three sides by a 6 feet high masonry wall if located within a building setback or in a location visible by a customer or from a public right-of-way. This is a requirement for all dumpsters on C1, C2 or C3 zoned property located

within the front, side, or rear yard that front a public road as the deadline for compliance per 134-348. -376. -406, has past. ["Uses obtaining a certificate of occupancy prior to the effective date of the ordinance from which this section is derived shall have six months to come into compliance with this section."]

Open storage areas must be screened by a 6 feet high masonry wall or 10 feet wide landscaped buffer.

Merchandise display areas visible from the public right-of-way shall be fenced by either a vinyl coated chain link or other decorative metal fencing with masonry columns matching the building spaced every 25 feet or a solid wall.

The required landscaping for open storage is more extensive when nonresidential is adjacent to residential property per the City's buffer requirements.

### **2004 Regulation**

In 2004, the requirement for trees was modified to require trees be maintained at a height of 13 feet from the ground to canopy. The 2004 amendment also clarified that development existing on June 3, 2003 only had to comply with the 1974 landscape regulations.

## Action 2. Land Development Code Modifications

In reviewing each parcel, the need for some code modifications became evident. A listing of those recommended changes are below. Some recommended changes are intended to provide clarity of existing regulations, while others recommend a change in direction of existing regulations. Also listed are recommendations to establish clear criteria when redevelopment is proposed.

### SIGN REGULATIONS

#### In general

Signs hanging from bay ceilings (recommend to be prohibited)

Signs hanging from a fence location (recommend to be prohibited)

Non-anchored freestanding signs (recommend to be prohibited)

Inclusion of prohibition of signs in a sight triangle at driveways (15 x 25 recommended)

Address material of signs and how they are attached

Except for shopping centers, limit number of ground signs per frontage (recommend one, unless excessive frontage) and specify distance from corner placement

Limit the number of signs of each type per business (e.g., one ground, one wall)

Sign face vs. copy area square footage (recommend sign face)

Creation of the "tag" referred to in the regulation to facilitate code compliance

Require landscaping around ground signs (recommended continuous hedge maintained at two feet in height with irrigation)

Window signs change to 35% of each window vs. of all glass on one side of building

Modify definition of window sign to include display of merchandise, pictures or models of products or services

Define roof sign

Define parapet

Address signage facing railroad

Address murals

Recommend reduction of maximum copy area (or sign face) for ground signs, except on shopping center parcels over 5 acres, (recommend 42 square feet, essentially a 6 feet tall x 7 feet wide)

Identify which signs are counted (all that can be read from sidewalk)

For Single user properties

Reduce copy area square footage per parcel, with maximum copy area for each type of sign

For Multi-tenant uses

Define multi-tenant site (one or more buildings? One or more user in one building?)

Consider signage for outparcels at a different rate.

Consider outparcel signage to be EITHER a wall sign OR ground sign.

For individual tenants in shopping centers, copy area should be considerable less than currently allowed, unless it is the anchor of the center.

Identify allowable tenant signage at location. (The sign regulations are not specific as to where the individual occupant point of sale sign is to be located. Consider restricting shopping center tenants to the directory sign and the side of the building of business's primary entrance.)

Consider maximum copy area of "For Sale or For Lease" signs per parcel in commercial districts. How to stop multiple signs if more than one unit is for lease?

Have specific sign regulations for shopping centers over five acres.

**LANDSCAPING REGULATIONS**

Clarify the term adjacent.

Clarify where the hedge is to be located (anywhere in the yard or along the vehicular use area edge or the property line edge?)

Clarify landscaping along driveways. Are they considered part of vehicular use area and thus, required to be bordered by landscaping.

Clarify a continuous hedge is opaque.

The buffer criteria needs clarification, e.g., when a 7 feet wide buffer is required, does the entire width required to be shrubs, or just one line of shrubs?

The code should specify year round green trees, placement on center, and specify the # of trees/linear footage excludes driveways.

Consider a required hedge and/or trees along Orange/Hansel regardless if vehicular use area is adjacent or not.

Consider a maximum hedge height.

Require curbing along all vehicular use areas.

### **DUMPSTERS**

Consider four-sided screening instead of three.

Provide consistency of dumpster location and screening throughout code.

### **ZONING**

Consider no outdoor storage in front yards and provide consistency throughout code of screening requirements.

Provide consistency throughout code regarding buffers/walls of when commercial properties are adjacent to residential (vehicular use areas or not)

Provide consistency throughout code for screening of outdoor storage.

### **FENCES**

Address fence location and height in commercial districts

### **OTHER/REDEVELOPMENT**

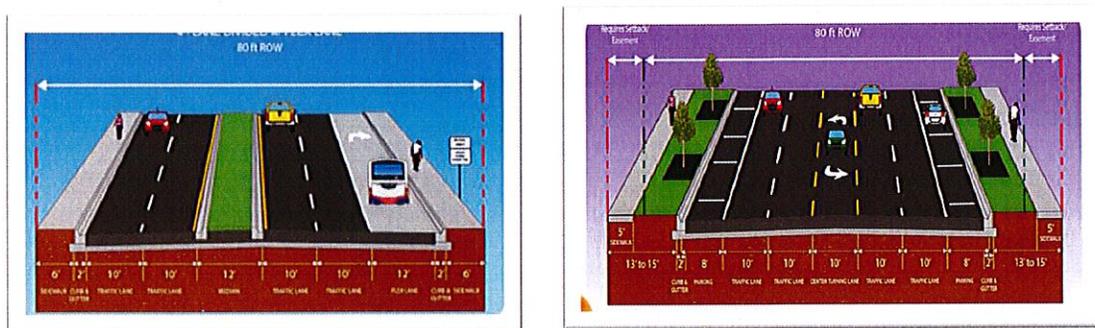
Require consolidation of curb cuts and underground utility connection lines.

Provide code incentives for consolidation of parcels and re-alignment of Holden and Gatlin.

### Action 3. Partnership

Partnership also can bring about change. For example, there is a great opportunity to work with the Florida Department of Transportation (FDOT) on the beautification effort. FDOT has recently sponsored two Orange Avenue Corridor Studies: one Pineloch to Anderson, the second Sand Lake to Hoffner. A corridor study for the segment between Hoffner and Pineloch is planned, though not funded.

The City should urge the Metropolitan Planning Organization (MPO), who establishes the priority for funding, to fund the missing link. In addition to enhancing mobility, the other Orange Avenue studies have addressed access management, economic development, and spot improvements. Alternative road cross sections were also analyzed, including an Orange Avenue landscaped median, and landscape buffers along the road.



Another opportunity for partnering with FDOT is by requesting FDOT to make changes within their right-of-way. This could include reduction of curb cuts, provision of continuous sidewalks, and establishing landscaping, or at least elimination of asphalt, along the road within their right-of-way.

Coordination with the utility companies to relocate utility lines underground and uniform decorative lighting could also provide a noticeable impact.

Another partner must be the property owners, particularly of property that was developed pre-landscaping regulations. A grant program could be established to provide funds for retro-fitting these properties to provide compliance with current development regulations.

The City could also work with the County on establishing a tax increment finance district along Orange Avenue.