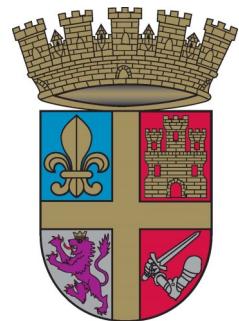


# THE LINCOLNVILLE NEIGHBORHOOD ZONING WORKBOOK

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*A Guide to Creating Zoning Overlay Districts*

The City of St. Augustine  
Planning and Building Department



# INSTRUCTIONS

This workbook is an educational resource regarding zoning, zoning overlay districts, and overlay adoption procedures. Each neighborhood can use this workbook as a toolbox to design their own zoning overlay district. This is an opportunity to express your concerns and desires for improvement in your neighborhood.

At the end of the document, you will see several **“Neighborhood Worksheets.”** Using the information provided in this workbook, as well as your own observations, answer the questions on these sheets to the best of your ability. Your answers will help your neighborhood, as well as city staff determine the specific characteristics of your neighborhood that should be encouraged through various planning tools, such as zoning overlay district.

Please contact Erin Minnigan with the City of St. Augustine at 904-209-4283 or [eminnigan@citystaug.com](mailto:eminnigan@citystaug.com), if you have any questions.

# INTRODUCTION

St. Augustine's Zoning Code was adopted in April of 1975 and has not changed significantly since that time. Today, the City's zoning policies tend to be reactionary to new development and do not address existing land use issues. A new methodology could be created in which neighborhoods assess their unique character and specific needs, and then zoning is used to support those individual needs. This could potentially be accomplished through zoning overlay districts, which allow for the application of specific regulations to geographic areas. This workbook explains the concepts of zoning and zoning overlay districts, as well as the processes required to adopt and enforce district regulations. While the workbook does not include everything an overlay district needs in its final form, it acts as a starting point for St. Augustine's neighborhoods to outline the specifics they would want in a zoning overlay. The goal is for each neighborhood to use this document as a toolbox to reflect on their unique character, current concerns and desires, and design a solution that addresses their specific needs.

## Workbook Goals:

- Define the neighborhood's characteristics
- Define the concerns and needs of the neighborhood
- Decide if a "zoning overlay district" is the correct solution to the neighborhood's issues
- Decide what types of boundaries and regulations the neighborhood would want for its zoning overlay district
- Suggest a timeline for the neighborhood's zoning overlay district adoption

# GLOSSARY OF TERMS

- ◆ ***Future Land Use:***

The Future Land Use Element of St. Augustine's Comprehensive Plan sets forth goals, objectives and policies to guide physical development. It states:

“To create an environment within the City and adjacent areas in which its residents have the opportunity to maximize the potential for economic benefit, and the enjoyment of natural resources, while minimizing the threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation.” (St. Augustine Future Land Use Goal)

- ◆ ***Zoning:***

The division of a municipality into districts (zones) with certain uses that are designated by the local government. These uses typically include a range of residential, commercial, and industrial properties. In addition, zoning stipulates other characteristics of development, such as building height, bulk, layout and setback.

- ◆ ***Overlay District:***

A special zone that is placed over the base zoning and provides additional regulations that supplements or supersedes the existing regulations. Overlay boundaries are not required to coincide with other zoning district boundaries and tend to encompass specific areas, such as a neighborhood or commercial corridor.

- ◆ ***Non-Conforming Land Use:***

The use of a property that does not conform to the uses outlined in its zoning designation. If it was developed before our zoning was adopted in 1975, but has been used continuously since then, it is considered a *legal* non-conforming land use. If the property remains vacant at any time for 12 months it becomes an *illegal* non-conforming use. The City discourages the existence of non-conformities.

# OVERVIEW OF THE LINCOLNVILLE NEIGHBORHOOD

Lincolnville is a historically significant neighborhood located southwest of downtown St. Augustine. During the latter part of the First Spanish Period (1700-1763), Lincolnville was the site of the Indian villages of Palica and Pocotalaca, as well as several Spanish land grant holdings. Today, many streets in Lincolnville follow the boundaries of these colonial citrus groves and agricultural fields that were established by these land grants. The British later incorporated the Peninsula where Lincolnville is now located into the City's defense system by building three fortifications along the San Sebastian River and improving the local transportation system by developing ferry service from Bridge Street and Kings Ferry to the area west of the San Sebastian River.

In 1886, former black slaves began settling in this area first known as "Africa", but later renamed Lincolnville. The residents first rented property from the City, but by the early 1870s, had begun buying lots and building homes along Central Avenue (now Martin Luther King Avenue). By 1885, Lincolnville was a rapidly growing black community. All development in the neighborhood was virtually complete by 1930.

Lincolnville is roughly bounded by Cedar Street and DeSoto Place on the north, Riberia Street on the west, Cerro Street on the south, and Washington Street on the east. The limits of the neighborhood are also determined, in part, by its geographical location: the portion of the southwest peninsula where Lincolnville is found is bordered on the east by Maria Sanchez Creek and hemmed in on the south and west by the tidal marshes of the Matanzas and San Sebastian Rivers. For the most part, the neighborhood consists of wood frame vernacular residences that reflect the period from 1870 to 1930. Although primarily a residential neighborhood, Lincolnville also contains a small number of non-residential buildings, including churches, commercial structures, and other buildings that contribute to the historic character of the neighborhood.



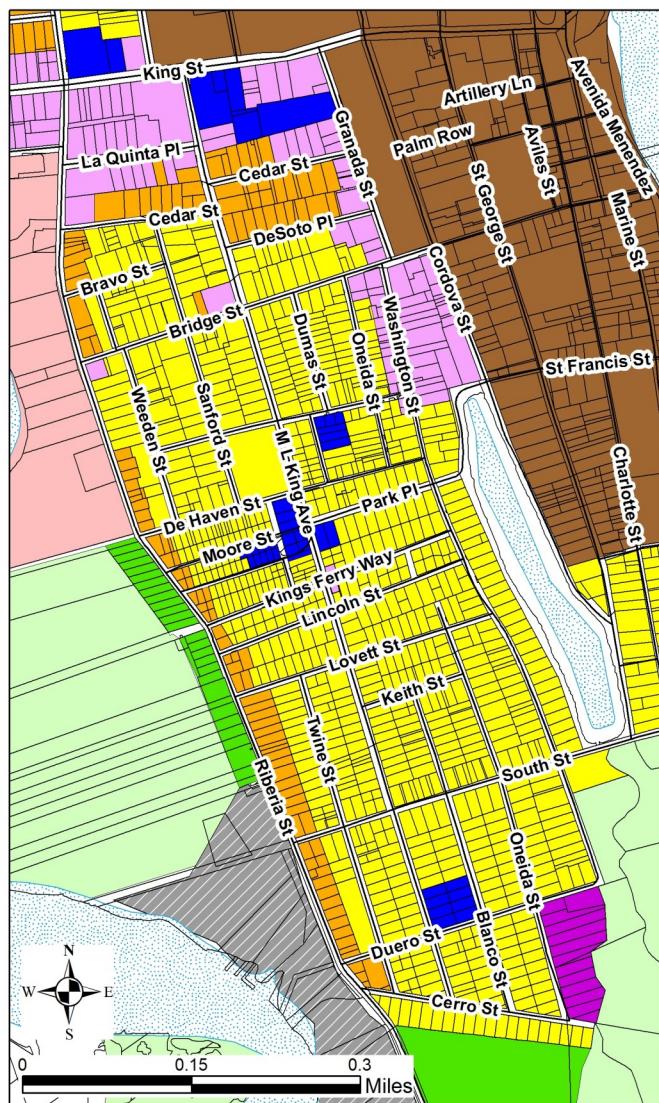
DISCLAIMER: This map is for reference only and is not to be construed as a survey or legal document. Data provided are derived from multiple sources with varying levels of accuracy. The City of St. Augustine disclaims all responsibility for the accuracy or completeness of the data shown hereon.

# FUTURE LAND USE ANALYSIS

## Definition of Future Land Use:

The Future Land Use Element of St. Augustine's Comprehensive Plan sets forth goals, objectives and policies to guide physical development. Zoning lies on top of future land use and must be consistent with that future use. While zoning stipulates the specific uses and extent of development allowed, future land use generally outlines the character of each zone, including the intended intensities and densities of developable land. The purpose of designating future land uses is to create an environment in which the City's residents have the opportunity to maximize the potential for economic benefit and the enjoyment of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation.

Future Land Use Map of Lincolnville



### Future Land Use

|        |  |
|--------|--|
| PURPLE | COMMERCIAL LOW INTENSITY               |
| RED    | COMMERCIAL MEDIUM INTENSITY            |
| BROWN  | HISTORIC PRESERVATION                  |
| GRAY   | INDUSTRIAL                             |
| WHITE  | MARINE INDUSTRIAL                      |
| PURPLE | NO VALUE                               |
| GREEN  | OPEN LAND                              |
| BLUE   | PUBLIC / SEMI-PUBLIC                   |
| GREEN  | RECREATION / OPEN SPACE                |
| YELLOW | RESIDENTIAL LOW DENSITY                |
| PURPLE | RESIDENTIAL LOW DENSITY / MIXED USE    |
| ORANGE | RESIDENTIAL MEDIUM DENSITY             |
| PINK   | RESIDENTIAL MEDIUM DENSITY / MIXED USE |

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# ANALYSIS OF COMPREHENSIVE PLAN COMPLIANCE

Changes to the City's zoning, including the establishment of zoning overlay districts, are adopted by ordinance as an amendment to Chapter 28 (Zoning) of St. Augustine's Code of Ordinances. An ordinance is an official legislative action by a governing body, which action is a regulation of a general and permanent nature and enforceable as a law. This legislation must be consistent with the City's comprehensive plan, and should specifically address and support future land use.

Here is an overview of the relevant Comprehensive Plan Policies and Future Land Uses that exist in Lincolnville:

- ♦ **Future Land Use Policy 1.3:** The City shall maintain the following densities and intensities of land use for the Future Land Use classifications indicated. These densities and intensities shall be implemented by zoning district regulations adopted in the City Code and shall apply to all new development and all redevelopment in the City. Calculations of densities and intensities of use are based on net developable land, not gross acreage. Developable land includes all land contained within the boundaries of a parcel except lands within a public right-of-way; marshlands, swamps, or other environmentally sensitive lands where local, State, or Federal regulations otherwise prohibit development; and natural or man-made bodies of water such as ponds, lakes and reservoirs.

## ⇒ **Residential Low Density:**

This district is intended to apply to those neighborhoods designated for single-family dwellings and single-family type uses, as well as those uses compatible with low density single-family uses such as churches, child care centers, etc., so as to create and maintain a stable low intensity residential character. Schools may be permitted in this district if it is determined via public hearing that they are compatible with the existing neighborhood and adequate ingress and egress exists. In addition, the City shall encourage, to the maximum extent possible, the location of schools in conjunction with public facilities such as parks, libraries and community centers; however, the actual location of schools will be based on a collaborative effort by the School Board and the City based on principles and guidelines.

## ⇒ **Residential Low Density Mixed Use:**

This district is intended to apply to those neighborhoods designated for mixed residential and commercial uses so as to create a medium intensity residential and low intensity commercial mix of uses.

## ⇒ **Residential Medium Density**

This district is intended to apply to those neighborhoods designated for multiple-family dwellings and uses, as well as those nonresidential uses compatible and complementary with medium density residential uses, so as to create and maintain a diverse medium intensity residential character.

## ⇒ **Historic Preservation**

This district is intended to provide primarily residential uses that will encourage the preservation and restoration of historic structures in the district. This district is also intended to provide a mix of residential uses and compatible nonresidential uses that will encourage the restoration and reproduction of historic structures and maintain the historic and low intensive ambiance of the neighborhood, and pedestrian scale of the neighborhood.

# ANALYSIS OF COMPREHENSIVE PLAN COMPLIANCE

- ♦ Future Land Use Policy 1.3 (continued):

- ⇒ Commercial Low Intensity

This district is intended to apply to areas where small groups of low intensity commercial uses may be appropriately located to serve within convenient traveling distance from one (1) or several neighborhoods. The district is not intended for use by medium intensity commercial uses such as service stations, vehicle repair and sales, etc. but low traffic generating commercial uses are encouraged. In addition, professional and business offices, compatible tourist accommodations and similar uses are encouraged.

- ⇒ Industrial

This district is intended to allow light manufacturing and related service, storage and commercial uses.

- ⇒ Marine Industrial

This district is intended to allow light manufacturing and related service, storage and commercial uses. This district is also intended to allow marine related industrial and business activities to facilitate the continuation of the historic marina industry within the City.

- ⇒ Open Land (Very Low Density Residential)

This district is intended to apply to areas which are sparsely developed and including uses as normally found in environmentally sensitive areas away from urban activity. It is intended that substantial residential, commercial or industrial development shall not be permitted in the district.

- ⇒ Recreation/Open Space

The density and intensity will adhere to the most restrictive adjacent land use designation.

- ⇒ Public/Semi-Public

It is the intent of this district that certain lands, which are owned by federal, state or local government or are associated with the government and are used for a purpose which is particularly and peculiarly related to governmental functions, shall be designated Public/Semi-Public.

- ♦ Future Land Use Objective 3: Reduce uses which are inconsistent with the Future Land Use plan. The measureable target for this objective is the number of nonconforming uses citywide as measured by the land use and building condition survey.

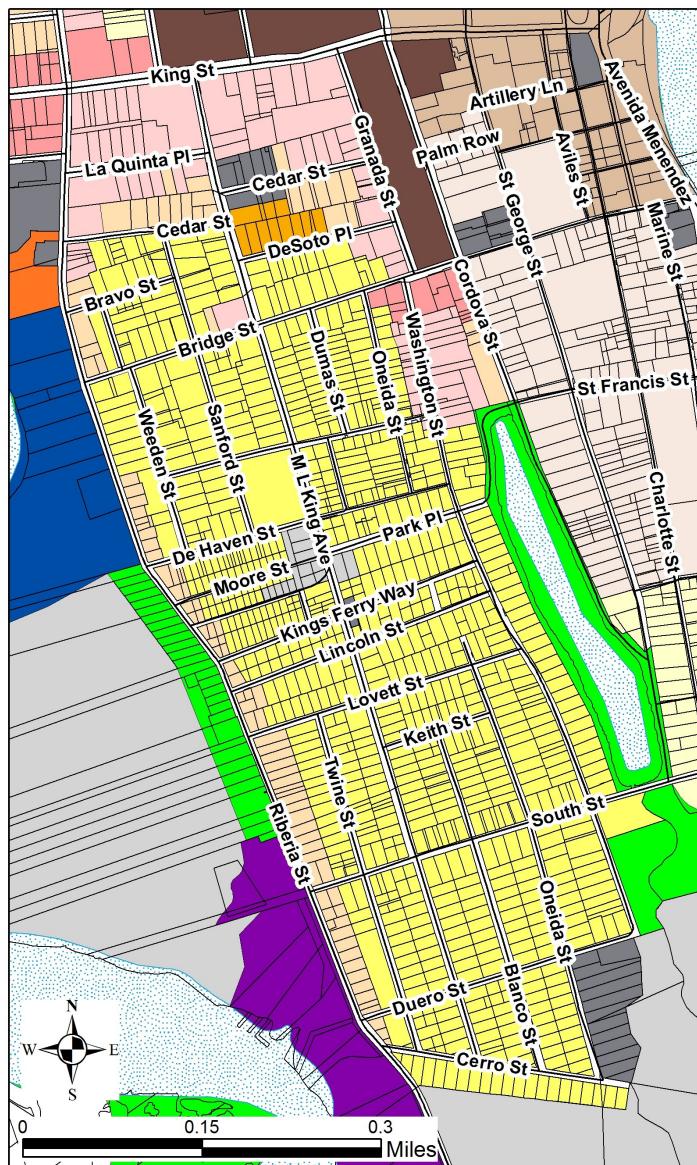
- ⇒ Future Land Use Policy 3.1: Identify existing nonconforming land uses in all areas of the city, including the coastal high hazard area and coastal planning area, during the land use and building condition survey conducted every five years. Continue to enforce the existing provisions of the City Code related to discouraging and phasing out existing nonconforming uses.

# ZONING ANALYSIS

## Definition of Zoning:

Zoning is the division of a municipality into districts (zones) with certain permitted uses that are designated by the local government. These uses typically include a range of residential, commercial, and industrial properties, which for the most part are separate from each other, but are uniform within each zone. In addition, zoning stipulates other characteristics of development, such as building height, bulk, layout, and setback. The philosophy behind zoning is to separate different, incompatible property uses, so that the health, safety and welfare of the public may be protected.

Zoning Map of Lincolnville



### Zoning

|             |                                      |
|-------------|--------------------------------------|
| [Color Box] | Residential Single-Family-One (RS-1) |
| [Color Box] | Residential Single-Family-Two (RS-2) |
| [Color Box] | Residential Low-One (RL-1)           |
| [Color Box] | Residential General-One (RG-1)       |
| [Color Box] | Residential General-Two (RG-2)       |
| [Color Box] | Residential General Office (RGO)     |
| [Color Box] | Residential General Office A (RGO-A) |
| [Color Box] | Open Land                            |
| [Color Box] | Historic Preservation (HP-1)         |
| [Color Box] | Historic Preservation (HP-2)         |
| [Color Box] | Historic Preservation (HP-3)         |
| [Color Box] | Historic Preservation (HP-4)         |
| [Color Box] | Historic Preservation (HP-5)         |
| [Color Box] | Government Use                       |
| [Color Box] | Planned Unit Development (PUD)       |
| [Color Box] | Commercial Low-One (CL-1)            |
| [Color Box] | Commercial Low-Two (CL-2)            |
| [Color Box] | Commercial Medium-One (CM-1)         |
| [Color Box] | Commercial Medium-Two (CM-2)         |
| [Color Box] | Commercial Tourist Attraction (CTA)  |
| [Color Box] | Industrial and Warehousing (IW)      |
| [Color Box] | Maritime Use (MU)                    |

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# STREETS AND ZONING DESIGNATIONS IN LINCOLNVILLE

The following tables outline the types of uses that are already permitted in some form in the Lincolnville area. The question remains whether these are the types of uses the neighborhood wants to continue promoting and encouraging, or if other regulations, such as parking, landscaping, or architectural guidelines should be applied to these uses if development is proposed in Lincolnville.

| Street        | Designated Zoning   | Permitted Uses  |
|---------------|---|---|
| Blanco Street | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Bravo Street  | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Bridge Street | Residential Single-Family Two (RS-2)<br><br>Commercial Low Two (CL-2)                                       | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> <br/> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Bank, loan companies, mortgage brokers, stockbrokers and similar financial institutions</li> <li>◆ Professional business offices</li> <li>◆ Art gallery, museum, community center, vocational, trade or business school, colleges and universities</li> <li>◆ Wholesaling</li> <li>◆ Commercial parking lots, automobile parking garages</li> <li>◆ Hotels and motels</li> <li>◆ Single-family dwellings</li> <li>◆ Shopping plaza</li> <li>◆ Home office, private</li> <li>◆ Churches</li> <li>◆ Multiple-family dwellings</li> </ul>   |
| Cedar Street  | Residential Single-Family Two (RS-2)<br><br>Residential General One (RG-1)<br><br>Commercial Low One (CL-1) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> <br/> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> <br/> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |

## Streets and Zoning Designations in Lincolnville:

| Street          | Designated Zoning  | Permitted Uses  |
|-----------------|--|---|
| Cerro Street    | Residential Single-Family Two (RS-2)                                       | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Cordova Street  | Historic Preservation Four (HP-4)<br><br>Commercial Low Two (CL-2)         | <ul style="list-style-type: none"> <li>◆ Museums</li> <li>◆ Colleges, schools and universities</li> <li>◆ Professional and business offices</li> <li>◆ Retail sales</li> <li>◆ Service establishments</li> <br/> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Bank, loan companies, mortgage brokers, stockbrokers and similar financial institutions</li> <li>◆ Professional business offices</li> <li>◆ Art gallery, museum, community center, vocational, trade or business school, colleges and universities</li> <li>◆ Wholesaling</li> <li>◆ Commercial parking lots, automobile parking garages</li> <li>◆ Hotels and motels</li> <li>◆ Single-family dwellings</li> <li>◆ Shopping plaza</li> <li>◆ Home office, private</li> <li>◆ Churches</li> <li>◆ Multiple-family dwellings</li> </ul> |
| De Haven Street | Residential Single-Family Two (RS-2)<br><br>Residential General One (RG-1) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> </ul><br><ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> </ul>  |

## Streets and Zoning Designations in Lincolnville:

| Street         | Designated Zoning                    | Permitted Uses   |
|----------------|--------------------------------------|--|
| DeSoto Place   | Residential General Two (RG-2)       | <ul style="list-style-type: none"> <li>◆ Multifamily dwellings</li> <li>◆ Accessory apartments</li> <li>◆ Single-family dwellings</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Rooming and boarding houses</li> <li>◆ Hotel or motel</li> <li>◆ Home office, private</li> <li>◆ Neighborhood recreation facility</li> </ul>  |
|                | Residential General One (RG-1)       | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> </ul>  |
|                | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
| Duero Street   | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| Granada Street | Historic Preservation Four (HP-4)    | <ul style="list-style-type: none"> <li>◆ Museums</li> <li>◆ Colleges, schools and universities</li> <li>◆ Professional and business offices</li> <li>◆ Retail sales</li> <li>◆ Service establishments</li> </ul>   |
|                | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
| Keith Street   | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |

## Streets and Zoning Designations in Lincolnville:

| Street          | Designated Zoning                    | Permitted Uses   |
|-----------------|--------------------------------------|--|
| King Street     | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
|                 | Historic Preservation Four (HP-4)    | <ul style="list-style-type: none"> <li>◆ Museums</li> <li>◆ Colleges, schools and universities</li> <li>◆ Professional and business offices</li> <li>◆ Retail sales</li> <li>◆ Service establishments</li> </ul>   |
| Kings Ferry Way | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| La Quinta Place | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
| Lincoln Street  | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| Lovett          | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |

## Streets and Zoning Designations in Lincolnville:

| Street                    | Designated Zoning   | Permitted Uses  |
|---------------------------|---|---|
| Martin Luther King Avenue | Residential Single-Family Two (RS-2)<br><br>Residential General One (RG-1)<br><br>Residential General Two (RG-2)<br><br>Commercial Low One (CL-1) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> <br/> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> <br/> <li>◆ Single-family dwellings</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Rooming and boarding houses</li> <li>◆ Hotel or motel</li> <li>◆ Home office, private</li> <li>◆ Neighborhood recreation facility</li> <br/> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
| Moore Street              | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Oneida Street             | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Park Place                | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
| Pomar Street              | Residential Single-Family Two (RS-2)  | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |

## Streets and Zoning Designations in Lincolnville:

| Street              | Designated Zoning                    | Permitted Uses   |
|---------------------|--------------------------------------|--|
| Riberia Street      | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
|                     | Residential General One (RG-1)       | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Multiple-family dwelling</li> <li>◆ Housing for the elderly</li> <li>◆ Rooming houses and boarding houses</li> <li>◆ Home office, private</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Neighborhood recreational facility</li> <li>◆ Accessory apartments</li> </ul>  |
|                     | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul> |
| Sanford Street      | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| South Street        | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| St. Benedict Street | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |
| Twine Street        | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>   |

## Streets and Zoning Designations in Lincolnville:

| Street            | Designated Zoning                    | Permitted Uses  |
|-------------------|--------------------------------------|---|
| Washington Street | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |
|                   | Commercial Low One (CL-1)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Tourist homes/bed and breakfast inns</li> <li>◆ Professional business offices</li> <li>◆ Churches</li> <li>◆ Libraries and museums</li> <li>◆ Single-family dwellings</li> <li>◆ Multiple-family housing</li> <li>◆ Rooming and boardinghouses</li> <li>◆ Housing for the elderly</li> <li>◆ Home office, private</li> <li>◆ Antique shops</li> </ul>  |
|                   | Commercial Low Two (CL-2)            | <ul style="list-style-type: none"> <li>◆ Retail outlets</li> <li>◆ Service establishments</li> <li>◆ Bank, loan companies, mortgage brokers, stockbrokers and similar financial institutions</li> <li>◆ Professional business offices</li> <li>◆ Art gallery, museum, community center, vocational, trade or business school, colleges and universities</li> <li>◆ Wholesaling</li> <li>◆ Commercial parking lots, automobile parking garages</li> <li>◆ Hotels and motels</li> <li>◆ Single-family dwellings</li> <li>◆ Shopping plaza</li> <li>◆ Home office, private</li> <li>◆ Churches</li> <li>◆ Multiple-family dwellings</li> </ul> |
| Weeden Street     | Residential Single-Family Two (RS-2) | <ul style="list-style-type: none"> <li>◆ Single-family dwelling</li> <li>◆ Home office, private</li> </ul>  |

See St. Augustine's Code of Ordinances, Chapter 28: Zoning, Article III: Zoning Districts and District Regulations for more information about permitted uses, including uses by exception.

# POSSIBLE ZONING ISSUES IN LINCOLNVILLE

The neighborhood should take this opportunity to identify existing zoning issues, such as nonconforming land uses. A zoning overlay district may provide a solution to these issues by including regulations that prevent their occurrence in future development.

Below is a list of potential items that the neighborhood may want to discuss as part of their evaluation. These issues as well as others may be addressed by this workbook process.

- ◆ Deteriorated buildings or infrastructure conditions
- ◆ Nonconforming lots, structures or land uses
- ◆ Conversion of single-family into multi-family residences
- ◆ Appropriate intensity and density of new development
- ◆ Appropriate neighborhood commercial uses
- ◆ Parking locations and screening
- ◆ Amount of street trees and canopy
- ◆ Marine industry boundary and land uses
- ◆ Conservation of surrounding natural areas, such as the San Sebastian River and Maria Sanchez Lake and associated wetlands/marshes
- ◆ Location and types of recreational facilities
- ◆ Location and types of institutional buildings (such as churches, schools, government buildings, etc.)

# ZONING OVERLAY DISTRICTS

## Definition of Zoning Overlay Districts:

A zoning overlay district is a special zone that is placed over a base zoning and provides additional regulations that supplements the existing regulations. They may provide a higher level of regulation than what is required by the existing zoning or allow for more permitted uses and development guidelines. The overlay boundaries are not required to coincide with other zoning district boundaries and tend to encompass specific areas of the community, such as a neighborhood or commercial corridor.

Overlay districts are particularly useful to communities because they allow specific areas issues and needs to be addressed without doing any major rezoning; an overlay district can be implemented by amending the City's current zoning ordinance without having to go through the process of rewriting the underlying zoning regulations. The community can modify the overlay district without difficulty, should they decide to change the requirements or coverage area.

It is important to understand that overlay regulations would only apply to changes to private property or new development going forward. Existing conditions would be allowed to remain until which time a property initiates the building permit process and required to comply with the overlay regulations.

## Types of Zoning Overlay Districts:

A community may implement a zoning overlay district for a variety of reasons. Here are a few examples of common zoning overlay districts:

- ♦ **Conservation Overlay:** Regulates significant character-defining features of a neighborhood through demolition prevention and restrictions on the scale and design of allowable construction.
- ♦ **Architectural/Design Overlay:** Regulates aesthetic characteristics of a district, such as building height, fenestration, form, orientation, materials, color, etc.
- ♦ **Commercial Corridor Overlay:** Regulates land use and aesthetics to create a more pedestrian-friendly and mixed-use corridor environment.
- ♦ **Commercial Core Overlay:** Regulates aesthetics and land use in a central commercial area to promote consistent design and economic development.
- ♦ **Natural Resource Overlay:** Regulates certain activity and development to protect significant habitats and natural resources.

# ZONING OVERLAY OPTIONS

## Options for zoning overlay regulations:

A zoning overlay district is able to regulate a variety of elements of the built and natural environment. The neighborhood should identify what its current concerns and needs are, and use this information to build the specific requirements for its zoning overlay district.

Here is a list of possible regulatory tools/topics to include in your zoning overlay:

- ♦ **Conservation/Preservation:** provisions for the protection of historic or natural resources in the community.
- ♦ **Architectural Guidelines:** design guidelines that help create/maintain a particular look and feel of an area.
- ♦ **Landscaping:** certain landscaping and screening requirements for new construction and parking areas.
- ♦ **Development:** requirements for building height, size, and placement.
- ♦ **Land Use:** additional uses not permitted under current zoning.
- ♦ **Parking:** requirements for amount of parking, and placement and design of parking areas.

## No Change

*Alternatively, the neighborhood may choose to not adopt a zoning overlay district, but instead continue with the existing zoning regulations that the City currently has in place.*

# HOW TO ADOPT A ZONING OVERLAY DISTRICT

There are four main steps involved with creating and adopting a zoning overlay district:

**Step 1:** The neighborhood defines what it wants the zoning overlay to accomplish and then members of that neighborhood work with city staff to draft a document outlining the overlay's boundaries and specific requirements.

**Step 2:** The Planning and Zoning Board reviews this document at a public hearing and makes a recommendation to the City Commission.

**Step 3:** The City Commission then adopts the zoning overlay district by ordinance into the City's Zoning Code.

**Step 4:** The zoning overlay is enforced by city staff through the permitting process

## STEP 1

The Neighborhood defines the overlay's boundaries and requirements and drafts a document with the help of City Staff



## STEP 2

The Planning and Zoning Board makes a recommendation to the City Commission regarding the zoning overlay district



## STEP 3

The City Commission adopts the zoning overlay by ordinance



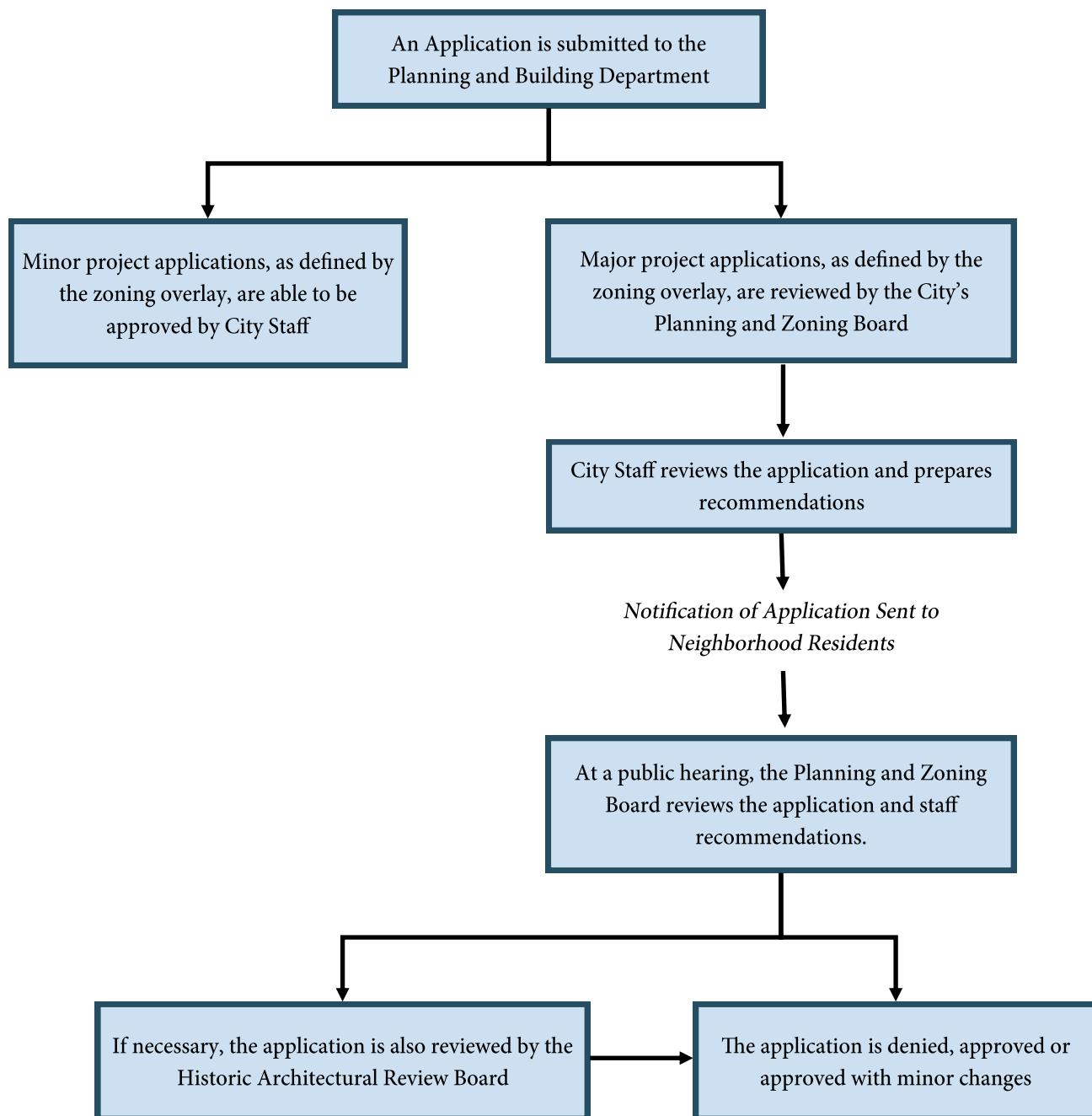
## STEP 4

The zoning overlay is implemented by City Staff through the permitting process

# HOW TO IMPLEMENT A ZONING OVERLAY DISTRICT

Once the zoning overlay district ordinance is adopted: City Staff will enforce the overlay requirements through the permitting process. When applications from the overlay district are submitted to the Planning and Building Department they will be reviewed for compliance with the overlay's specific requirements. Minor applications, as defined in the overlay district ordinance, will be able to be approved administratively by staff, while major applications will need to be reviewed by the Planning and Zoning Board, and if necessary the Historic Architectural Review Board as well, at public hearings.

The flowchart below outlines the potential processes for an application within a zoning overlay district:



# OUTREACH AND COMMUNICATION

## Options for gathering input from the neighborhood:

The zoning overlay district requirements should ideally reflect the views of all neighborhood residents and business owners. An important first step is to begin communicating with the various individuals and groups in the neighborhood to understand what their concerns and needs are. It will be necessary to conduct significant public outreach and engagement, in order to include as many citizens as possible in the planning process to build a consensus.

Here are some options for gathering input from neighborhood residents and business owners:

- ♦ **Neighborhood Association Meetings:** Use your neighborhood association's meetings as an opportunity to discuss concerns about the neighborhood and whether a zoning overlay district could be a solution to these issues. Make sure to get the word out about the meeting dates and times, and get creative in how you approach decision making. These meetings should include open discussions and interactive activities to ensure that everyone gets involved.
- ♦ **Public Workshops:** Special workshops could be scheduled during a time that is convenient for most residents, during which city staff conducts an interactive workshop that further explains the concept of zoning overlay districts and gathers feedback from the residents regarding what they would like to have included in their specific overlay requirements.
- ♦ **Surveys:** Open-ended questionnaires could be distributed to each resident of the neighborhood to gather information regarding their opinions on issues in the neighborhood, desires for changes in land use, building types, etc.
  - ♦ This survey could be distributed in a variety of ways: electronically, via mail, or during one of the meetings or workshops mentioned above
  - ♦ A sample survey is shown on the following page

# SAMPLE SURVEY

1. What Best Describes You?

- A. Lincolnville Resident
- B. Lincolnville Business Owner
- C. Lincolnville Property Owner
- D. Other \_\_\_\_\_

2. How long have you lived in St. Augustine/Lincolnville?

- A. Less than 5 Years
- B. 5-10 years
- C. 10 or More Years
- D. I don't live in St. Augustine

3. What types of land uses do you associate with Lincolnville?

(Choose all that apply)

- A. Single-Family Residential
- B. Multi-Family Residential
- C. Commercial (ex. retail, restaurant)
- D. Business (ex. office)
- E. Industrial
- F. Institutional (ex. church, school, government)

4. How would you describe Lincolnville's unique character?

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5. Do you have any concerns for Lincolnville?

- A. Yes
- B. No

If yes, what are your concerns?:

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6. What do you think could improve Lincolnville? (Choose all that apply)

- A. Better preservation of historic resources
- B. Better appearance of buildings
- C. Better placement and size of buildings
- D. The addition of more types of buildings
- E. Better landscaping and screening of properties
- F. Better appearance and size of parking areas

Explain your selection:

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7. A zoning overlay district is a special zone that is placed over a base zoning and provides additional regulations that supplements or supersedes the existing regulations. Do you think a zoning overlay district would benefit Lincolnville?

- A. Yes
- B. No

If no, is there another alternative you think would better serve your neighborhood's needs and concerns?

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8. What types of regulations should be included in Lincolnville's zoning overlay, if one is considered?

- A. Conservation/Preservation: Specifications for the protection of valuable resources in the community
- B. Architectural Guidelines: Design guidelines that help create/maintain a particular look and feel of an area
- C. Landscaping: Certain landscaping and screening requirements for new construction or parking areas
- D. Development: Specific requirements for building height, bulk, mass, scale, placement, setback, etc.
- E. Land Use: Additional uses not permitted under current zoning.
- F. Parking: Specific requirements for amount of parking allowed, placement of parking, guidelines for parking area design and materials, etc.

9. Are you willing to have your property subject to additional regulations under a zoning overlay district?

- A. Yes
- B. No

10. Are you willing to participate in the process to create and adopt a zoning overlay district in Lincolnville?

- A. Yes
- B. No

If Yes, how can we best contact you?

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# NEIGHBORHOOD WORKSHEET

1. What are the most important features/characteristics of your neighborhood?

## 2. What do you feel are the greatest concerns and needs for your neighborhood?

# NEIGHBORHOOD WORKSHEET

### 3. Would a zoning overlay district be an appropriate solution to these concerns?

## 4. What types of requirements should be included in your neighborhood's zoning overlay?

# NEIGHBORHOOD WORKSHEET

5. What city entity should administer your neighborhood's zoning overlay district?  
(i.e. Planning and Zoning Board, Historic Architectural Review Board, City Staff)

6. If you believe a zoning overlay is not the best solution for your neighborhood, what alternative(s) would you suggest to address your neighborhood's concerns and needs?

# NEIGHBORHOOD MILESTONE AND TIMELINE WORKSHEET

In the worksheet below, suggest a timeline for your neighborhood's zoning overlay adoption:

## MILESTONE 1

Items to accomplish:

- ◆ Assemble neighborhood stakeholders and groups
- ◆ Identify the concerns and needs of the neighborhood
- ◆ Decide whether an overlay district is the right solution
- ◆ Decide specific overlay boundaries

Suggested Deadline for Milestone 1:

## MILESTONE 2

Item to accomplish:

- ◆ Draft the zoning overlay district document, with the help of city staff

Suggested Deadline for Milestone 2:

## MILESTONE 3

Items to accomplish:

- ◆ Present the zoning overlay district to the Planning and Zoning Board at a public hearing
- ◆ The Planning and Zoning Board makes a recommendation to the City Commission regarding the overlay district
- ◆ The City Commission adopts the zoning overlay district by ordinance

Suggested Deadline for Milestone 3:

\*\*Planning and Zoning Board and City Commission meeting dates, as well as application deadlines are available online at the City of St. Augustine's website: [www.staugustinegovernment.com](http://www.staugustinegovernment.com)