## REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT APPLICATION FOR WAIVER OF MINIMUM REQUIRED ROAD FRONTAGE ORDINANCE 2016-0481 (WRF-16-05)

#### **SEPTEMBER 7, 2016**

**Location:** 3899 Herschel Street

Between Glendale Street and Boone Park Avenue

**Real Estate Number(s):** 092597 0000

Waiver Sought: Reduce the required minimum road frontage from

48 feet to 38 feet for a single-family dwelling

Current Zoning: Residential Low Density 60 (RLD-60)

Current Land Use Category: Low Density Residential (LDR)

Planning District: District 4, Southwest

**Planning Commissioner:** Ben Davis

City Council Representative: The Honorable Jim Love, District 14

Owner: Joann Angelo Graessle

13558 Mandarin Road Jacksonville, Florida 32223

Staff Recommendation: DENY

#### **GENERAL INFORMATION**

Application for Waiver of Minimum Required Road Frontage **Ordinance 2016-481** (WRF-16-05) seeks to reduce the required minimum road frontage in the Residential Low Density 60 (RLD-60) zoning district from 48 feet of required frontage to 38 in the Riverside/Avondale Zoning Overlay, for the purpose of allowing the subdivision of a property and the creation of a new single-family lot. The property is a developed lot of record with an existing residential dwelling and accessory structure, as permitted in the Riverside/Avondale Zoning Overlay. The applicant is proposing to split the existing accessory structure from the parent parcel so that the accessory structure functions as a stand-alone single-family home. The property is a corner lot on the northeast corner of Glendale and Herschel. Similar adjoining single-family homes were built on properties 50 feet x 135 feet. The requirements for minimum road frontage in the RLD-

60 zoning district would require 48 feet of frontage on a public road for a new single-family lot. Grant of this request would reduce the road frontage to thirty-eight (38) feet for a new single-family lot. There are companion applications Variance V-16-07 and Administrative Deviation AD-16-36, which request a reduction in the minimum lot width from 60 feet to 38 feet, and a reduction in minimum required lot area from 6,000 square feet to 5,662 square feet for the existing home, and 2,218 square feet for the proposed new parcel.

Any alteration, demolition, or construction of a new or existing single-family home in the Historic District will require the applicant to obtain a Certificate of Appropriateness (COA) from the Historic Preservation Commission.

#### **DEFINITION**

According to Section 656.1601 of the Zoning Code, the term *waiver* means a relaxation of the Zoning Code minimum distance requirements for liquor license locations, pursuant to Section 656.805 of the Zoning Code, and for minimum street frontage, pursuant to Section 656.407 of the Zoning Code. Waivers of Road Frontage are granted by the City Council pursuant to the criteria set forth in Section 656.133 of the Zoning Code.

#### STANDARDS, CRITERIA AND FINDINGS

Pursuant to the provisions of Section 656.133 of the Zoning Code, a waiver for minimum required street frontage may be granted if the City Council makes a positive finding based on substantial, competent evidence that the application meets all of the following criteria:

- (i) Are there practical or economic difficulties in carrying out the strict letter of the regulation?
  - No. The standards and requirements set forth in the RLD-60 Zoning District, Riverside/Avondale Historic District, and Zoning Overlay permit the property owner to operate an accessory structure as a stand-alone unit for rent or for personal use. There are no economic difficulties in allowing the accessory structure to continue to function as a legally permitted accessory use on the property. The proposed split of the property is a self-imposed hardship on the part of the applicant as there are not an abundance of legally permitted similarly sized lots of 38 feet in width in the nearby area.
- (ii) Is the request based exclusively upon the desire to reduce the cost of developing the site or to circumvent the requirements of Chapter 654 (Code of Subdivision Regulations)?
  - Yes. However, the request does not have the effect of reducing the cost of development, nor does it circumvent the requirements of Chapter 654. Rather, grant of the request would result in the creation of two standalone single-family lots which do not meet the minimum requirements of the RLD-60 Zoning District. Additionally, the request does not serve the public interest, as it promotes the breakup of contributing historic structures and the historical pattern of development in the area. There is no compelling reason from the Zoning Code to permit the creation of two standalone single-family parcels that do

not meet the minimum requirements of the Zoning Code, nor is there a compelling reason to promote the parcelization of a property inconsistent with the surrounding neighborhood.

If approved, the request will result in use of the property as a standalone single-family residence that does not meet the very minimum requirements of the RLD-60 District, nor will it conform to the historical development pattern of the surrounding neighborhood.

- (iii) Will the proposed waiver substantially diminish property values in, or alter the essential character of, the area surrounding the site and will the waiver substantially interfere with or injure the rights of others?
  - No. The proposed request would allow for the subdivision of a legal conforming property and create two illegal, non-conforming parcels. Grant of the request would be inconsistent with the surrounding pattern of development. There is no compelling reason to support a subdivision of this lot into two single-family lots where there are similar examples of corner lots with accessory structures as legally permitted elsewhere throughout the Overlay District.
- (iv) Is there a valid and effective easement for adequate vehicular access connected to a public street maintained by the City or an approved private street?
  - No. Currently there is no deeded easement. The property will utilize any existing road frontage along Glendale Street. The property does not have sufficient room on the either side of the existing structure to accommodate a driveway that meets the dimensional requirements or locational requirements of the Zoning Code and Riverside/Avondale Overlay.
- (v) Will the proposed waiver be detrimental to the public health, safety or welfare, result in additional expense, the creation of nuisances or conflict with any other applicable law?

Yes. If granted, this waiver and companion applications would violate the maximum density permitted within the LDR functional land use category as defined in the 2030 Comprehensive Plan. The Low Density Residential (LDR) functional land use category permits a maximum residential density of 7 units per acre. The proposed lot split would effectively create a non-conforming lot developed at a density of 19 units per acre, which is more akin to the Medium Density Residential (MDR) functional land use category density which permits a maximum of 20 units per acre. Furthermore, the structure is approximately 672 square feet in total area, which falls below the minimum area for a single-family home, which is 800 square feet.

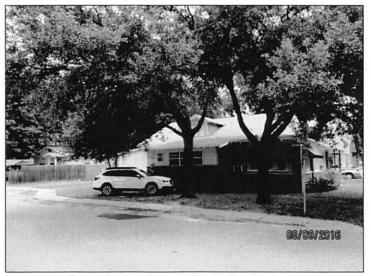
#### SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on August 9, 2016 by the Planning and Development Department, the required Notice of Public Hearing sign was posted on the property.



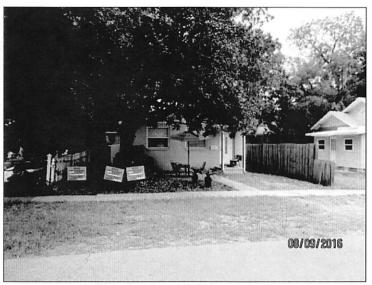
#### **RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Waiver of Minimum Required Road Frontage **Ordinance 2016-481 (WRF-16-05)** be **DENIED.** 



View of the existing single-family home.

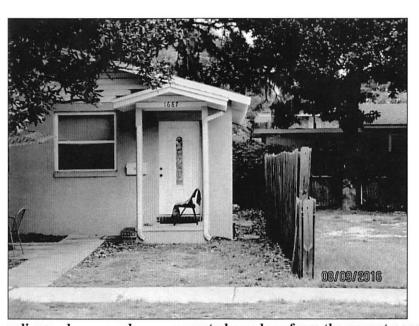
Source: Planning and Development Department



Accessory unit to be separated from the parent parcel.

Source: Planning and Development Department

Date: August 9, 2016



Fence line and proposed new property boundary from the parent parcel.

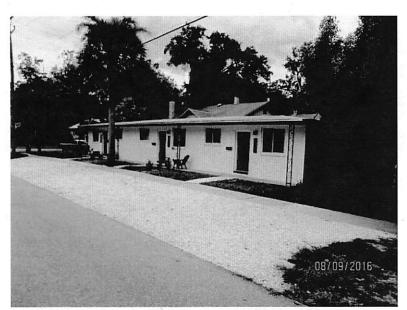
Source: Planning and Development Department



Fence line and proposed new property boundary from adjacent property, 3898 Valencia Road.

Source: Planning and Development Department

Date: August 9, 2016



Multi-family apartments west across Glendale Street.

Source: Planning and Development Department



Stand-alone multi-family structure located at 1654 Glendale Street. Property was split prior to the adoption of the Overlay.

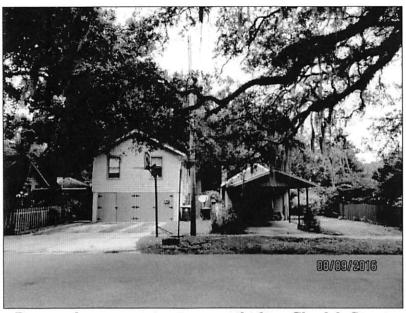
Source: Planning and Development Department

Date: August 9, 2016



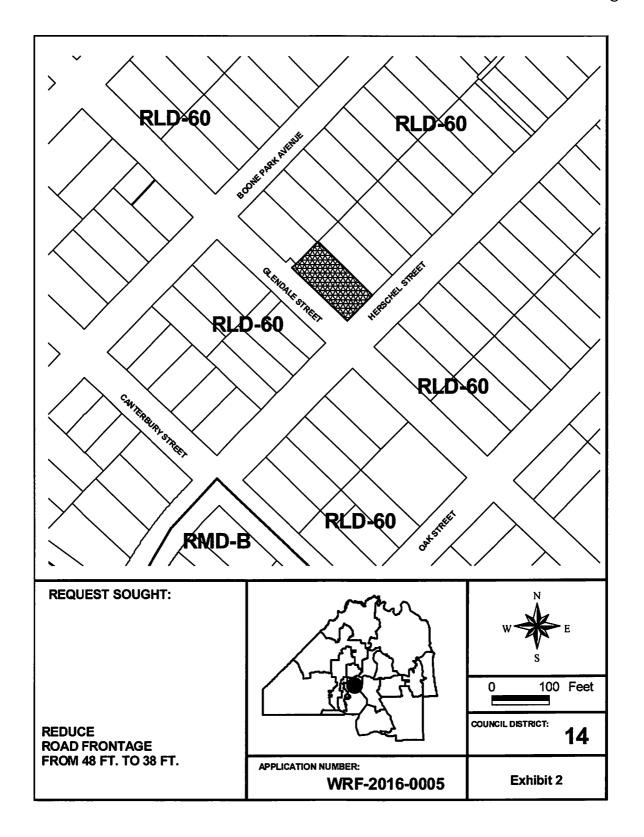
Typical single-family bungalow style development in the nearby area.

Source: Planning and Development Department



Rear yard accessory structures north along Glendale Street.

Source: Planning and Development Department Date: August 9, 2016



# APPLICATION FOR WAIVER OF MINIMUM REQUIRED ROAD FRONTAGE

Application-No:-WRF- 16-05

Set for Public Hearing on: 6/23

Notice of Violation:

This application must be typed or printed in black ink and submitted in person with three (3) other copies, for a total of four (4) copies.

Jacksonville,

Planning and Development Department Zoning Section Ed Ball Building 214 North Hogan Street, 2nd Floor Florida 32202

FOR INFORMATION REGARDING THIS FORM, CALL: (904) 255-8300.

For Official Use Only							
1. Date Submitted:	2. Date Filed:	3. Current Zonin District(s): RLD-60	Map	Land Use (FLUMs)	5. Applicable Section of Ordinance Code: 656 407(e)		
6. LUZ Public Hearing Date:/ 7. City Council Public Hearing Date://							
8. Neighborhood Association Riverside Avandale Preservation Society							
9. Number of Signs to be Posted_2							
TO BE COMPLETED BY APPLICANT							
10. Complete Property	Address: 3899 Herso 1687 Gleno	lale Street	etween Streets: erschel				
11. Real Estate Number: 092597-0000  12. Date lot was recorded: June 9, 1910			endale				
14. Waiver Sought:							
Reduce Required Minimum Road Frontage from 48 feet to 38 feet.							
15. In whose name will the exception be granted? _ Joann Angelo Graessle							
16. Land Area (1/100 Acres): .05							
17. Utility Services Provider							
Well:	Septic:	City Water:	<	City Sewer	. X		

#### \* \* \* NOTICE TO OWNER/AGENT \* \* \*

Section 656.101(i), Ordinance Code, defines a waiver as "a relaxation of the Zoning Code minimum street frontage requirements, pursuant to Section 656.407, Ordinance Code, Section 656.133 (b) 1 through 5, Ordinance Code, provides that with respect to action upon applications for Waivers, the City Council shall grant a waiver for reduction of the minimum requirements for road frontage, if the Council makes a positive finding based upon substantial, competent evidence that the application meets all of the following five (5) criteria:

18. Provide answers to the following questions pertaining to the standards and criteria. You may attach a separate sheet if necessary. (Please note that failure by the applicant to adequately substantiate the need for the exception and to meet the criteria set forth below may result in a denial).

(i) There are practical or economic difficulties in carrying out the strict letter of the regulation;

#### See the attached

(ii) The request is not based exclusively upon the desire to reduce the cost of developing the site or to circumvent the requirements of Chapter 654 (Code of Subdivision Regulations);

#### See the attached

(iii) The proposed waiver will not substantially diminish property values in, nor alter the essential character of the area surrounding the site and will not substantially interfere with or injure the rights of others whose property would be affected by the waiver;

#### See the attached

(iv) There is a valid and effective easement for adequate vehicular access connected to a public street which is maintained by the City or approved private street;

#### See the attached

(v) The proposed waiver will not be detrimental to the public health, safety or welfare, result in additional expense, the creation of nuisances or conflict with any other applicable law.

#### See the attached

19. fou	Attachments - One of each of the following should be included in each copy of the application, providing for r (4) complete copies. All copies, with the exception of the 2 required large site plans, should be on 8 1/2" x 11" er.
Œ	Survey (as required by the Current Planning Section)
Ø	Site Plan as required per instructions. (2 copies on 8 ½ x 11 and 2 copies on 11 x 17 or larger)
□ pro	Letter of Authorization for Agent/Applicant is required if application is made by any person other than the perty owner.
② of t	Legal description, may be either lot and block or metes and bounds, including real estate assessment number(s) he subject property
<b>(X)</b>	Proof of valid and effective easement for access to the property.

#### \*\*\* NOTICE TO OWNER / AGENT \*\*\*

Please review your application. All spaces noted as "TO BE COMPLETED BY APPLICANT" must be filled in for the application to be accepted.

No application will be accepted as "Complete and filed" until all the requested information has been supplied and the required fee has been paid. The acceptance of an application as being complete does not guarantee its approval by the Planning Commission. You (or your agent) must be present at the public hearing.

The required signs must be posted on the property within five (5) working days after the filing of this application. The sign(s) must remain posted and maintained until a final determination has been made on the application. Proof of notice publication must be submitted to the Current Planning Division, Planning and Development Department, Ed Ball Building, 214 North Hogan Street Suite 300, Jacksonville, Florida 32202, (904) 255-7800 PRIOR TO THE HEARING.

Also, an agent's letter of authorization must be attached if the application is not signed by the owner of record and also if someone attends the meeting on the applicant's behalf without prior authorization.

FILING FEES RESIDENTIAL DISTRICTS \$1,073.00	NOTIFICATION COSTS: S7.00 PER ADDRESSEE
NON-RESIDENTIAL DISTRICTS \$1,091.00	ADVERTISING COSTS: BILLED TO OWNER /AGENT

\*\*\* Applications filed to correct existing zoning violations are subject to a double fee. \*\*\*

I HEREBY CERTIFY T HAT I H AVE READ AND U NDERSTAND the information contained in this application, that I am the owner or authorized agent for the owner with authority to make this application, and that all of the information contained in this application, including the attachments, is true and correct to the best of my knowledge.

#### PLEASE PRINT:

Name and address of Owner(s)	Name and address of Authorized Agent(s)
Name: Joann Angelo Graessle	Name:
Address: 13558 Mandarin Road	Address:
City: Jacksonville	City:
State: Florida Zip: 32223	State: Zip:
Email: Jograessle@gmail.com	Email:
Daytime Telephone: <u>904-699-7838</u>	Daytime Telephone:
/s/ Joann Angelo Graessle	
SIGNATURE OF OWNER(S) SIGN	ATURE OF AUTHORIZED AGENT(S)

SIGNATURE OF OWNER(S)

Letter of Authorization for Agent is required if application is made by any person other than the property owner. Also, a larger scale drawing may be required for commercially zoned property with an existing structure or otherwise as required by the Planning and Development Department's Zoning Section.

## INSTRUCTIONS FOR WAIVER OF MINIMUM REQUIRED ROAD FRONTAGE

An Application for Waiver of Minimum Required Road Frontage is filed with Planning and Development Department, Zoning Section, Ed Ball Building, 214 North Hogan Street, 2<sup>nd</sup> Floor, Jacksonville, Florida 32202, (904) 255-8300. All applications must be complete when filed. The following is a step by step guide to help persons interested in applying for the Waiver.

#### Items 1 thru 9

These blocks are for official use only and will be completed by the Zoning Section Staff.

#### Item 10 - Complete Property Address

Enter the physical address of the property. If the property has not been addresses, please inform the Current Planning Section.

#### Items 11 and 12 - Real Estate Number / Date lot was recorded

The real estate number(s), and the date that the lot was officially recorded as shown on the original deed for the parcel. Real estate numbers can best be obtained through the Property Appraiser's Office in the Claude Yates Building on 231 E. Forsyth Street, Room 270.

#### Item 13 - Intersecting Streets

Provide the names of the two streets closest to the property, not including the street on which ingress and egress will occur. Normally, these streets intersect the street on which the proposed development is located.

#### Item 14 - Waiver Sought

If unsure, please verify the requested reduction in road frontage corresponds with the requirements of the Zoning Code.

#### Item 15 - Name to whom the waiver will be granted.

The applicant must provide the name of the person for whom the waiver is to be granted. All waivers for reduction of the minimum required road frontage are automatically transferable unless otherwise ordered by the City Council.

#### Item 16 - Land Area (acres)

Total land area of the proposed site within 1/100 of an acre (i.e. 1.01 acres)

#### Item 17 - Utility Services Provider.

Identify type of services (i.e. well, septic, etc.)

#### Item 18 - Criteria

There are five (5) criteria used by the City Council to either approve, approve with condition or deny and Application for Waiver of Minimum Required Road Frontage. The owner / agent / applicant must provide answers and be prepared to explain how the specific request meets all applicable criteria, thereby providing substantial competent evidence to approve the proposed waiver.

Item 19 - Attachments An Application for Waiver of Minimum Required road Frontage must consist of four (4) complete sets of the application and all required attachments. All required attachments should be provided on  $8 \frac{1}{2}$  x 11" paper, with the exception of two of the four application sets, which will include site plans at 11" x 17" or larger.

- Survey-(signed and sealed by a licensed surveyor within the last five (5) years or as required by the Current Planning Division.) The same shall show all improvements existing on the property as of the date this application is filed.
- Legal Description-(either lot and block or metes and bounds). The legal description for the property is to be provided on Exhibit 1 to the application. The legal description must be typed and legible.
- Site Plan
- Letter of Authorization for Agent / Applicant is required if application is made by any person other than the property owner. This must be included on the prescribed Exhibit B template included with the application.
- Proof of Ownership: (i.e. deed), Exhibit A Ownership Affidavit must be included with the application.

#### The following information must be shown on the site plan:

- A. Property dimensions and total land area
- B. Buildings (including dimensions and total lot coverage area)
- C. Parking spaces and dimensions (including handicap) Commercial Only
- D. Loading and unloading area, if applicable, with turn around area and dimensions Commercial Only
- E. Landscape areas and dimensions Commercial Only
- F. Ingress and egress (driveways, alleys and easements)
- G. Adjacent streets and right-of-way
- H. North arrow, map scale, and date of drawing
- I. Signage (if any)
- J. Building setbacks per Zoning Code
- K. Adjacent zoning districts and property uses

All drawings must be drawn to scale. Failure to have a "to-scale" drawing with each of the items above shown could result in your application being deferred or denied by the Planning Commission.

### **Agent Authorization**

Date:
City of Jacksonville City Council / Planning and Development Department 117 West Duval Street, 4th Floor / Ed Ball Building, 214 North Hogan Street, Suite 300, Jacksonville, Florida 32202  Re: Agent Authorization for the following site location:
Gentleman:
You are hereby advised that the undersigned is the owner of the property described in
Exhibit 1 attached hereto. Said owner hereby authorizes and empowers
to act as agent to file application(s) for
for the above referenced property and in connection with such authorization to file such
applications, papers, documents, requests and other matters necessary for such requested
change.
Owner's Signature
STATE OF FLORIDA COUNTY OF DUVAL
The foregoing affidavit was sworn and subscribed before me this day of
(month), (year) by
, who is personally known to me or has
produced as identification.  (Notary Signature)

## **Legal Description**

3-84 28-2S-26E Fishweir Park Lot 10 Blk 12

Re. 092597-0000

#### Overview

The applicant, Joann Angelo Graessle, is simultaneously filing an Application for Administrative Deviation to reduce the required lot size of the subject property located at 3899 Herschel Street and 1687 Glendale Street 32205, an Application for Zoning Variance to reduce the required lot width for 1687 Glendale Street, and an Application for Waiver of Minimum Required Road Frontage to reduce the road frontage on Glendale Street for 1697 Glendale Street.

The need for these changes arises from the fact that like numerous properties scattered throughout the Riverside Avondale area, the subject property was developed long before there were effective lot size and road frontage requirements. As with other properties throughout the area, the subject property is a single lot but has two houses located thereon. 3899 Herschel Street is a 3 bedroom, 2 bath house (which has for decades contained a one bedroom, one bath "mother in law suite" created from the third bedroom and one of the baths) and was built in 1925. 1687 Glendale Street was built in 1958 at the back (western) portion of the lot. It has two bedrooms and one bath. These properties have in fact been functioning as two separate homes since 1958, and the goal of these applications is to allow them to be legally considered separately.

The Applicant grew up in this neighborhood. Beginning in the 1960's, her parents bought several similar properties in the immediate area and rented them. Her parents deeded the property to the Applicant in 2005 when they became unable to care for it.

Numerous properties in the area have similar issues:

3903 Boone Park Ave and 1654 Glendale Street were separated much like what we are requesting here. The result was the large home is now 60 X 91, 460 sq. ft., .12 acres and the smaller 2 unit is 42X60, 2,520 sq. ft. .05 acres.

1683 Pinegrove one block away has 35' frontage, and is 35 X 50, 1,750 sq. ft., .04 acres.

Nine houses north of subject property is 3854 Herschel Street. Road frontage is 32 feet.

On the next block going south is 3907, 3911, and 3915 Herschel Street with a gross footprint ranging from 1,440 to 2,080 and all of which have 40' road frontage.

Directly across the street at 1690 Glendale Street is a 3 unit with a frontage of 40 feet.

3894 Walsh Street 2 blocks over is 45 x 60, 2880 sq. ft., .06 acres.

Until recently, this area was characterized with a fairly even mix of owner occupied single family homes and rental houses. Owner occupied single family homes are becoming predominate in the area which is a significant improvement for the neighborhood. The applicant intends to sell 3899 Herschel Street as a single family residence (and has turned down offers from investors who simply wanted rental properties) and has sought the relief requested herein so that the smaller home located at 1687 Glendale Street can be treated separately legally. The applicant and her husband will in all probability live there in the near future. They also have 3 children who are young adults who will be needing housing which is another factor in wanting this property to be legally separated.

Riverside Avondale Preservation approves of the requests being made by this Applicant, and a copy of the correspondence advising of RAP's position is attached hereto.

## ATTACHMENT TO APPLICATION FOR WAIVER OF MINIMUM REQUIRED ROAD FRONTAGE

Applicant: Joann Angelo Graessle
Property address: 3899 Herschel Street/1687 Glendale Street 32205

- 18. As set forth in the Overview, the subject property contains two single family dwellings which have historically been rental properties, and the Applicant wishes to turn these into legally separate owner occupied dwellings. Similar issues arising from this type of circumstance, and houses on very small lots, are scattered throughout the Riverside Avondale area, including numerous lots in the immediate neighborhood. The 3 bedroom/2 bath home located at 3899 Herschel Street is a typical house for this area, and the Applicant believes it is appropriate and in keeping with the neighborhood for it to have a standard size back yard, rather than provide the home at 1687 Glendale Street with 48' of frontage and reduce the backyard of 3899 Herschel Street and avoid this request for a waiver. The request for waiver here is to provide 1687 Glendale Street with 38' feet of road frontage which is both practical and esthetically appropriate.
- (i). There are practical and economic difficulties in carrying out the strict letter of the regulation arising from the historical development of this lot and this area. There are two different single family dwellings, one a 3 bedroom two bath home facing Herschel Street and a 2 bed room 1 bath home facing Glendale Street. The Applicant is selling the larger home as a single family owner occupied residence. The existence of the other smaller home on the property adds little economic benefit if sold as a single lot and would almost certainly ensure the continuation of these properties as rentals and prevent the Applicant from owning and living in the Glendale Street house or using it as a residence for one of her children. The Applicant's intention of turning these into owner occupied single family homes is clearly in the public interest as it will further the neighborhood's transformation to predominantly owner occupied single family homes. The waiver requested here is simply to ensure both homes have appropriate area for their relative sizes.
- (ii). This request has nothing to do with the cost of developing the site. This site is developed but because of the way this lot was developed historically, it is currently not legally possible to utilize the two houses separately. Granting this request will not increase the density of the use, simply allow the two homes to be treated separately, which they have in fact been for the past 58 years.

- (iii). The requested variance will in fact help increase property values in the neighborhood and will have no negative impact on any other property. Granting the waiver would benefit the entire area and is completely in keeping with the neighborhood in terms of lot sizes and road frontages of various dimensions, many of which do not conform to current regulations. It will also contribute to the positive change in this neighborhood to a predominance of owner occupied single family homes.
- (iv). The property fronts Glendale Street, a public road, and has vehicular access.
- (v). Granting the waiver will not be detrimental to the public health, safety or welfare and will have no impact on the public expense or the creation of any nuisance. In fact, given the issues with tenants which rental properties sometimes experience, granting of this waiver will in fact increase the quiet enjoyment of the neighbors. There will be no conflict with any other applicable law.

#### William Graessle

From:

Adrienne [Adrienne@riversideavondale.org]

Sent: To:

Tuesday, May 17, 2016 9:33 AM

Cc:

William Graessle; Joann Graessle; Huxford, Folks 'Nancy Powell'

Subject:

RAP Comments on Graessle Project



#### Comments to Planning Department re: Graessle Project

May 17, 2016

With regards to the lot line adjustment at Glendale and Herschel Streets (Lot 10, Block 12), we offer the following comments per our discussion with Bill and Joann Graessle:

- 1. Recommend the lot line adjustment be approved, resulting in either a new 38' or 48' wide lot to the rear of the home facing Herschel Street.
- 2. The Zoning Committee felt this adjustment is appropriate given that there are already two existing homes on Lot 10 and would not result in any changes to the property as it already functions and exists. On the ground, the lot line adjustment will not result in any visible changes to the property.

Submitted by:

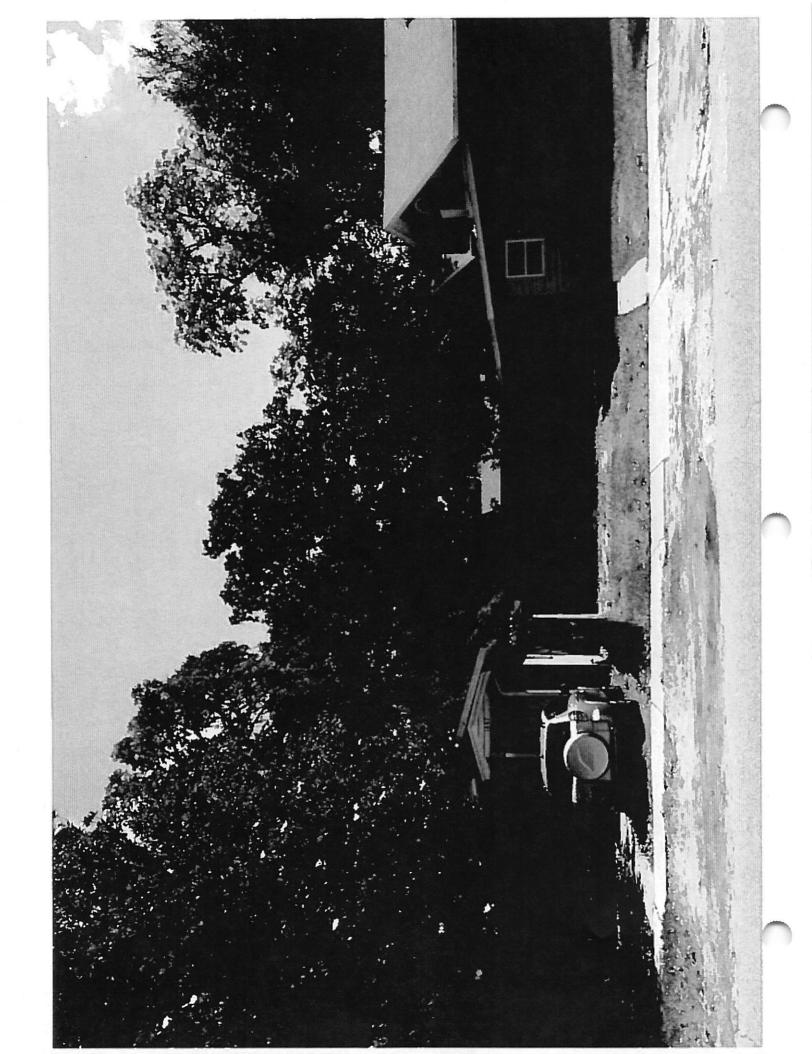
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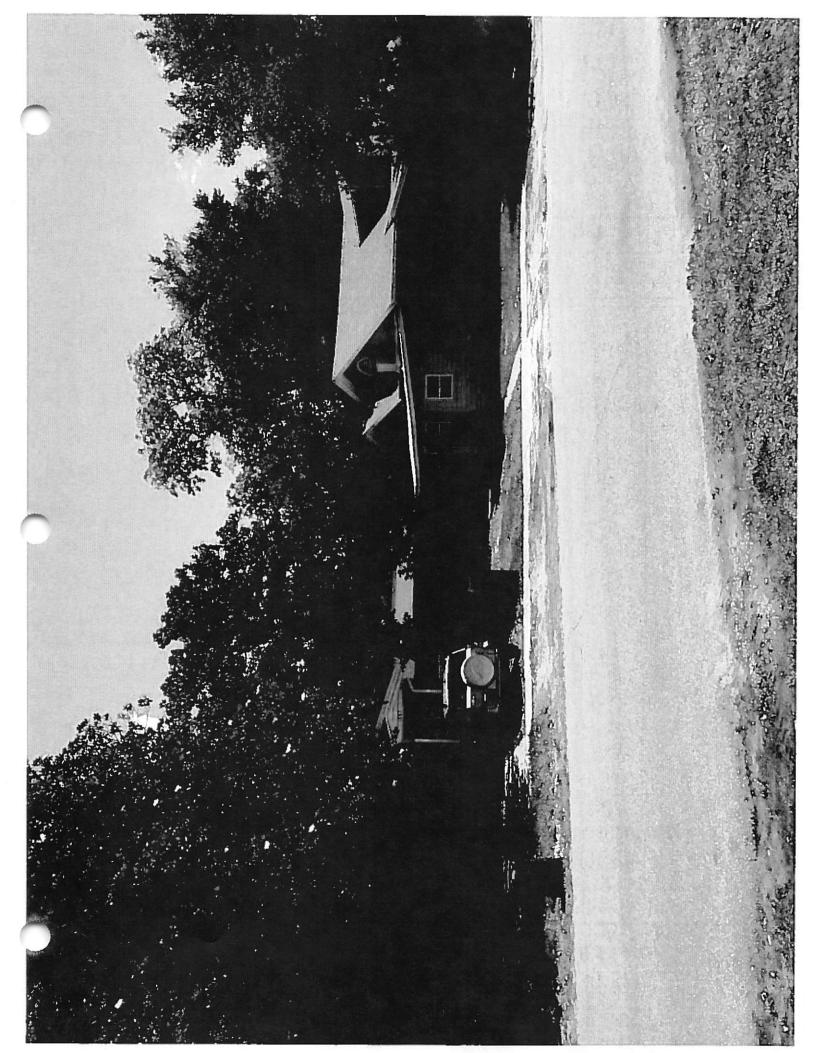
Addrenne Burke
Executive Director
On behalf of the RAP Zoning Committee

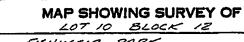
Adrienne Burke
Executive Director
Riverside Avondale Preservation
2623 Herschel Street
Jacksonville, FL 32204
P: 904-389-2449
adrienne@riversideavondale.org



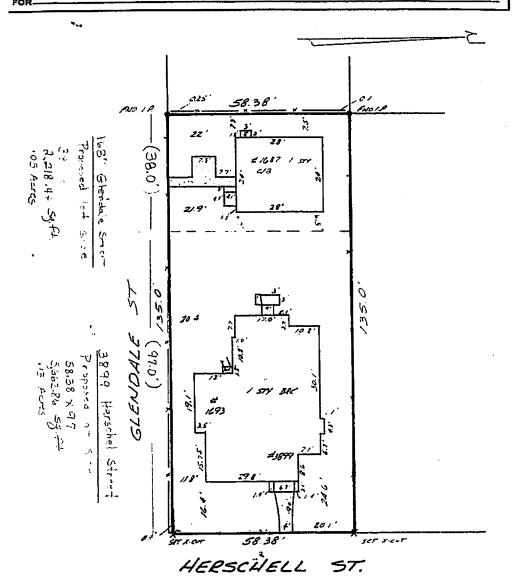








AS SHOWN ON MAP OF AS RECORDED W PB 3 PG 84 CURRENT PUBLIC RECORDS . DUVAL COUNTY, FLA. MR. ANGELO



I HEREBY CERTIFY THAT THE BURVEY REPRESENTED HEREON MEETS THE REQUIREMENTS ADOPTED BY THE "FLORIDA SOCIETY OF PROFESSIONAL LAND SURVEYORS" AND THE "FLORIDA LAND TITLE ASSOCIATION."

#### LEGEND:

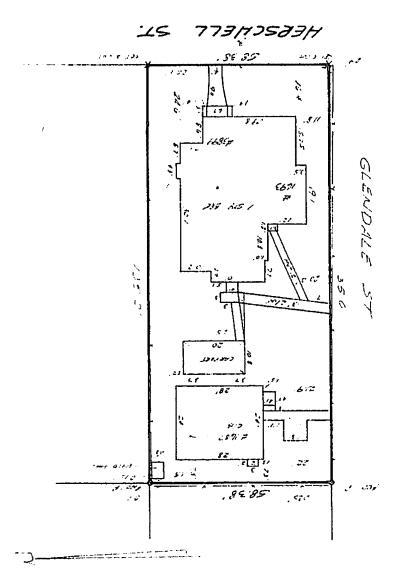
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