### February 21, 2019

ADMINISTRATIVE DETERMINATION OF A NONCONFORMING USE DECISION AND FINDINGS PLNZAD2019-00171



#### **REQUEST:**

A request for a Determination of Nonconforming Use for three dwelling units at 365 Quince Street. The subject parcel is located in the SR-1A (Special Development Pattern Residential) zoning district.

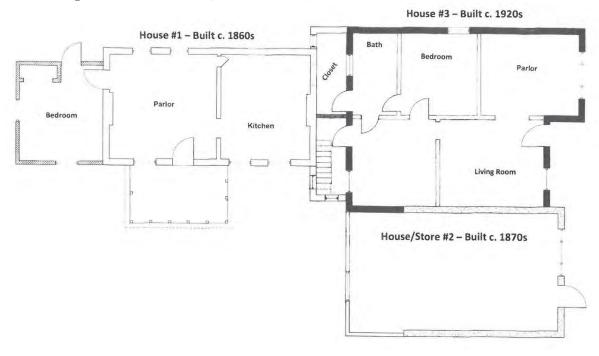
#### **DECISION:**

Based on the provisions of the Zoning Ordinance section 21A.38.040.E, planning records, and the documentation submitted by the applicant, the Zoning Administrator finds that three dwelling units at 365 Quince Street constitute a legal nonconforming use.

#### **BACKGROUND:**

The property at 365 Quince Street is approximately 9,066 square feet with a lot width of approximately 55 feet. The site developed over time and currently includes the following structures:

- The house at the rear (unit 1) was built in the 1870s or possibly earlier. (see Attachment A Capitol Hill Historic District Reconnaissance Survey)
- The southern structure facing Quince Street (unit 2) was likely built as a store before 1915¹. (see Attachment B Sanborn Maps and Attachment C Polk Directory). Building permit records indicate that a dwelling unit was established in the basement between 1947 and 1951. The northern structure facing Quince Street (unit #3) is a dwelling built in 1921. (see Attachment D Building Permit Information)



<sup>&</sup>lt;sup>1</sup> The 1898 Sanborn map shows the structure as 363 Quince Street and on the 1915 Polk directory it is listed as a grocery store.



### **Zoning History**

This property was zoned B-2 at the time Salt Lake City's first zoning ordinance was adopted in September 1927. The B-2 district allowed multi-family residential units, but did not allowed for a retail store. At this time, the store became a legal nonconforming use. The B-2 zoning standards would have allowed three dwelling units on this site.

In 1955 the B-2 district was eliminated and the zoning designation of the property changed to the R-6 (Multiple Family Dwellings) zoning district. The R-6 district allowed for three dwelling units. In 1986 the zoning changed from R-6 to R-2 (single-family and two family dwellings). The R-2 district no longer allowed for three dwelling units. After the 1995 Zoning Rewrite the zoning designation of this property changed to SR-1 (Special Development Pattern Residential) which allowed single- and two-family dwellings. This property is currently zoned SR-1A which allows single- and two-family dwellings.

### Change from Store to Living Space

Between 1947 and 1950, the city granted building permits (see Attachment D – Building Permit Information) for a new bathroom, new furnace and new meter at 365 Quince Street. The property owners at the time were Andrew and Maude Kirby, and according to their daughter's account the store was abandoned after her parents got a divorce around that time.

When unit 2 was used as a store, the basement of the unit was used as a kitchen for baking goods. The building permits issued between 1947 and 1950 imply that the unit was transformed into a dwelling unit. At this time, the B-2 district required 4,000 square feet of lot area for 3 dwelling units. The lot contains over 9,000 square feet and the 3 dwelling units would have been considered as a conforming use. Although the store was converted to a dwelling unit in or before 1950, the dwelling unit was not rented until sometime in the 1990s after it was sold to Eric Murdock. According to the accounts of the adjacent neighbor, Polly Hart (see Attachment E – Polly Hart's Email), and a previous resident and owner, Christhian Macias (see Attachment F – Christhian Macias' Letter), the three units were used on and off as both rental units and the primary residence to the owner.

### 2007 Unit Legalization Approval

David Pettigrew bought the property from Eric Murdock and in 2007 requested Salt Lake City to legalize the property as three dwelling units (see Attachment G – 2007 Unit Legalization). Salt Lake City approved the request with conditions. The approval was based on implied building permits from the late 1940s and early 1950s. However, the conditions were never completed and the approval was not finalized.

### **FINDINGS**:

- 1. There is documentation that this property is comprised of three separate dwelling units. Unit 1 was established before 1870, unit 2 was established sometime before 1915 as a store and the basement was converted to a dwelling unit between 1947 and 1950, and unit 3 was built in 1921.
- 2. In 2007 Salt Lake City approved three dwelling units at this site through the unit legalization process with implied permits. However, building services and the licensing division did not certify the approval because the property owner did not follow through with the approval conditions to demonstrate substantial compliance with life and safety codes.

### 2007 Salt Lake City Zoning Ordinance

**21A.52.100:** Specific Conditions for Certain Special Exceptions:

- E. Legalization of Excess Dwelling Units
- 2. Required Findings
  - d. Required Findings for Excess Dwelling Units with Implied Permit:
    - The units were constructed and continuously operated before April 12, 1995, with an implied permit; and
    - ii. The building services and licensing division has certified:
      - A. Substantial compliance with life and safety codes,
      - B. That all nondimensional zoning violations have been corrected, and
      - C. That off-street parking has been hard surfaced and that, to the extent space is available on the property, the parking standards applicable on the date of the implied permit have been complied with.
- 3. This property was considered a nonconforming use because the store was not an allowed use in the B-2 district. But in the early 1950s, when the basement of the store was converted to a dwelling unit the property became conforming because the B-2 district required 4,000 square feet for 3 dwelling units and this lot is approximately 9,000 square feet.
- 4. The three dwelling units do not comply with the current SR-1A zoning regulations because the SR-1A does not allow more than two dwelling units on one parcel. However, the nonconforming use (3 dwelling units in the SR-1A) is allowed to continue according to Section 21A.38.010B of the Salt Lake Zoning Ordinance:

### Salt Lake City Zoning Ordinance

**21A.38.010B:** Intent

The intent of this chapter (Nonconforming Uses and Noncomplying Structures) is to allow continued use of legal nonconforming uses, noncomplying structures and legal conforming dwellings, while at the same time protecting existing conforming development within the community. Certain nonconformities are permissible as is their continued use so long as in their particular location they are not detrimental to the surrounding neighborhood. Nonconforming uses that are determined to create a nuisance or are a potential hazard to a community or neighborhood may be eliminated through amortization.

- 5. The buildings were always physically separated. Unit 2 was not physically incorporated into the other units.
- 6. Even though unit 2 was not rented out until much later, its use as a dwelling, specifically the basement, was established with the implied building permits issued between 1947 and 1950. After 1956 the Polk Directory stops listing a store at this location. At that time, the zoning of the property was R-6 which allowed for three dwelling units in one parcel.

In view of the findings above the Zoning Administrator finds that the three dwelling units at 365 Quince Street are a legal nonconforming use.

If you have any questions regarding this interpretation please contact Katia Pace at (801) 535-6354 or by email at <a href="mailto:katia.pace@slcgov.com">katia.pace@slcgov.com</a>.

### ATTACHMENTS:

Attachment A – Capitol Hill Historic District Reconnaissance Survey

Attachment B - Sanborn Maps

Attachment C - Photos

Attachment D - Polk Directory Information

Attachment E - Building Permit Information

Attachment F - Polly Hart's Email

**Attachment G** – Christhian Macias' Letter

Attachment H - 2007 Unit Legalization

### **APPEAL PROCESS:**

An applicant or any other person or entity adversely affected by a decision administering or interpreting this Title may appeal to the Appeals Hearing Officer. Notice of appeal shall be filed within ten (10) days of the administrative decision. The appeal shall be filed with the Planning Division and shall specify the decision appealed and the reasons the appellant claims the decision to be in error. Applications for appeals are located on the Planning Division website at <a href="https://www.slc.gov/planning/applications/">https://www.slc.gov/planning/applications/</a> along with information about the applicable fee. Appeals may be filed in person or by mail at:

In Person:	US Mail:
Salt Lake City Corp	Salt Lake City Corp
Planning Counter	Planning Counter
451 S State Street, Room 215	PO Box 145471
Salt Lake City, UT	Salt Lake City, UT 84114-5417

#### NOTICE:

Please be advised that a determination finding a particular use to be a permitted use or a conditional use shall not authorize the establishment of such use nor the development, construction, reconstruction, alteration, or moving of any building or structure. It shall merely authorize the preparation, filing, and processing of applications for any approvals and permits that may be required by the codes and ordinances of the City including, but not limited to, a zoning certificate, a building permit, and a certificate of occupancy, subdivision approval, and a site plan approval.

Katia Pace Principal Planner

cc: Nick Norris, Planning Director Joel Paterson, Zoning Administrator

Greg Mikolash, Development Review Supervisor

Posted to Web

Applicable Recognized Organizations

# **Attachment A** – Capitol Hill Historic District Reconnaissance Survey

Street Address: 365 Quince

Site No:

Architect/Builder:

/E.N. Whitman, & N. Squires

Building Materials: adobe; brick; concrete

Building Type/Style: see below

Description of physical appearance & significant architectural features: (Include additions, alterations, ancillary structures, and landscaping if applicable)

The structure at 365 Quince Street is a combination of three separate buildings. That the flanking dwellings are quite early is documented by their materials, siting and form. The western portion was originally a single family home. Its scale and proportions, gable roof, end chimney, rectangular plan and two over two windows mark it as an early vernacular home. It faced east originally, suggesting a building date earlier than the street organization. Also early is a single story, gable-roofed adobe cabin, whose original configuration is obscured by late vertical wood siding (east elevation) and asphalt siding (south elevation). Connecting the two vernacular buildings is a flatroofed, brick commercial style structure of one-story whose porch elements have been altered. This structure dates from 1910 and probably housed a local business at one time. The total group documents the changing character of the neighborhood.

Diana Johnson

December

Statement of Historical Significance:

Construction Date: c.1870

The structure now identified as 365 Quince, comprises two ninetenth century structures joined to a central structure built between 1911 and 1930. The rear wing appears to have been built first. John Flower, early owner of most of lot 5 had lived on the north side of the lot at 175 W 400 N until divorced from his wife Ann in 1875. City directories whoe her in residence at 365 Quince by the late 1870's, but the house may be consideralby older. This house was set well back from the street and faces south rather than east into the street. The south wing of the present structure was of adobe construction and its location and size suggest a neighborhood store.

John Flower was a shoemaker and later a teamster on the Temple Block. He married Mary Hughes about 1874. She was born in Tarton, Sumersetshire, England, September 1, 1833 and came to Utah in 1872. A member of the LDS Church, she was active in Relief Society Work. She died in 1909 and her son John F. Flower lived there until 1912. Subsequent owners through 1940:

1912-1913 Harriet C. Jensen

1913-1914 Beneficial Life Insurance

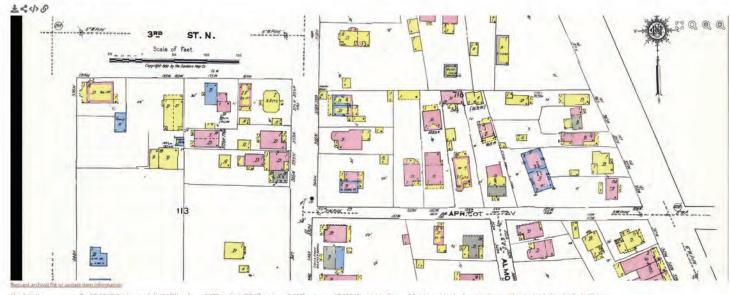
1914-1938 Karen Marie Thygesen, Henry A. Thygesen

The third central element of the house was built in 1921 by John M. Thygesen. This one-story brick structure bears the remnants of a name tablet, "Mountain View" high on its east wall. Thygesen was born in Ikst, Denmark, in 1860 to Rasmus and Marie Thygesen. He came to Utah in 1900, settling first in Brigham City and then moving in 1907 to Salt Lake City. He worked as a laborer and operated a grocery at 336 Almond before buying this property in 1914. He and his wife Karen Marie operated a grocery at 363 Quince until his death in 1935. The property was sold to the Intermountain Bank in 1938.

STORY CT

# **Attachment B –** Sanborn Maps





Map Color Key The COLOR KEY for the maps is 1) YELLOW are frame. 2] RED are brick, 3] BLUE are stone, 4) GRAY are irror, and 5] BROWN are adobtefire-proof. See the complete key here: http://conservich.inse.du/cimila/ar\_details\_plagible0

Spatial Coverage Salt Lake City, Utah

Date 1950

Title Salt Lake City, 1950: Sheet 027

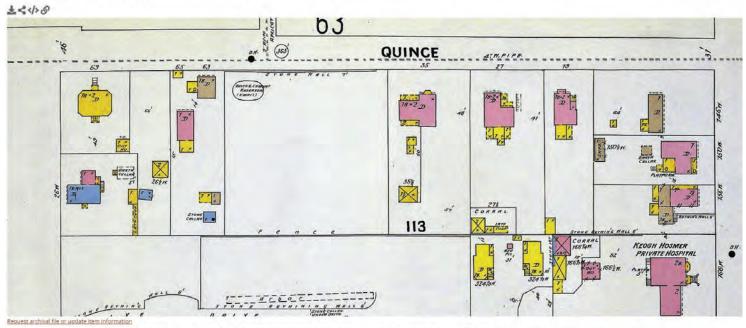
Street Names 100 West: First West: 300 North; Third North; 400 North; Fourth North; Quince; Apricot; Almond; Center; Main

Business/Building Names Washington Public School; Washington Elementary School

Creator Sanborn: D, A. (Daniel Alfred), -1883

Subject Sanborn Fire Insurance Maps; maps; urban development; city planning

### Salt Lake City, 1898: Sheet 066



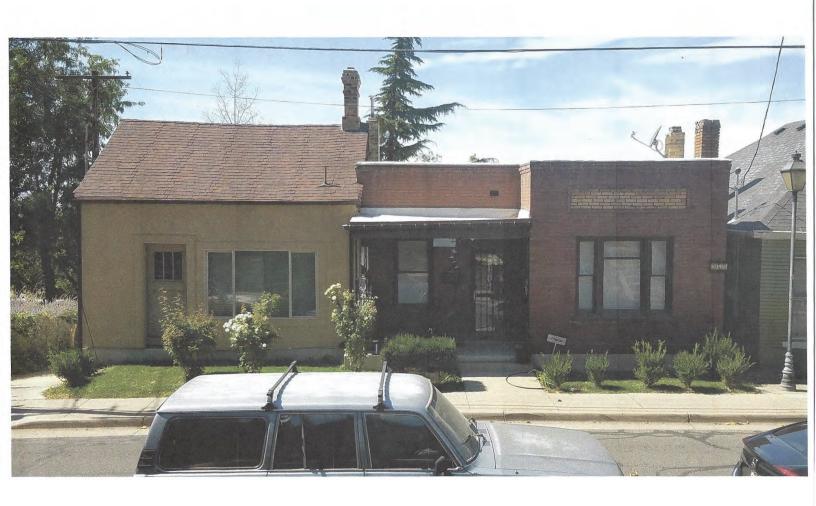
Map Color Key The COLOR KEY for the maps is 1) YELLOW are frame, 2) RED are brick, 3) BLUE are stone, 4) GRAY are iron, and 5) BROWN are adobe/fire-proof. See the complete key here; <a href="http://content.lib.utah.edu/cdma/az\_details.php?id=0">http://content.lib.utah.edu/cdma/az\_details.php?id=0</a>
Spatial Coverage Salt Lake City, Utah

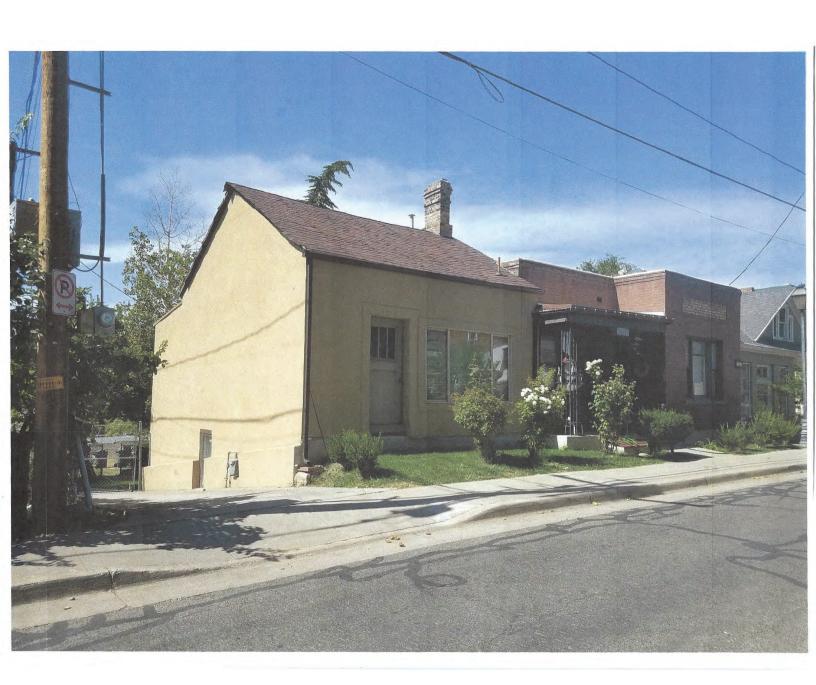
Date 1898

Title Salt Lake City, 1898: Sheet 066

### **Attachment C** – Photos



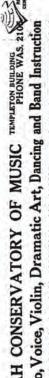








## **Attachment D –** Polk Directory Information



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THE BEST MATERIALS

B. L. POLK & CO'S

MODEL STEAM LAUNDRY

244 W. 2nd North St. Phone Exchange 620

THORNTON H N OO, H Newton Thornton
Mgr, C Victor Thornton Sec and Treas,
General Contractors and Engineer
General Contractors and Engineer
Laborators of Enginee

Hotel.
—Wm. mining, 26 Walker Bros Bank Bidg,
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—Donnis, hopper Auerbach's, b 51 \*64
EEsst.

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Brown Branch, b 51 Mark's Hosti,
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av. 178

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Hools, student, b Minnie Thorum.

Thorup Alvin T, slavon Z C M I, r 1947

SALT LAKE CITY DIRECTORY-1915 971 8 6

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Our "MEN'S SECTION"-The Most Complete Haberdashery in the City

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1922



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Morris Geo 912 Browning av.
Morris G W 279 N 8th West.
dorris R fi 861 E 7th So.
Morris J G Gro 778 S West Temple.
Mortensen J D 304 E 4th So.
Mortensen J D 304 E 4th So.
Mortensen W P Inc 302 E 2d So.
Mossberg E R 1207 S State.
Mounteer John 1028 2d av.
Murdoch Gro Co 70 F.
Murray Italian Cash Gro 3 W 48th So.
Murray Meat & Gro Co 5040 S State.
Nelson Blof 854 Everett.
New Family Gro 1126 S West Temple.
New Growers Mtt 80 W 151 So.
New Sanderest M & G Co 858 E 9th So.
New Growers Mtt 80 W 151 So.
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Oliver Gro 265 W No Temple.
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Olson G F 1595 1th East.
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Onequa Gro & Mat Aff N 110th West.
Onequa Gro & Mat Aff N 134 th East.
Package Gro Del Co 77 E 2d So.
Palace Gro No 2 363 E 2d So.

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#### CLASSIFIED BUSINESS DIRECTORY-1922

Success Gro 701 W 1st So.
Summer Mkt 602 3d East.
Superior Cash Gro 804 S State.
Table Sup Co 88 Q.
Taylor Mrs Maggie 619 S West Temple.
Tedesco Rosins 579 S 2d West.
Telford F J 181 W 8th So.
Temple Gro 180 W So Temple.
Tenth Wd Store 424 8th East.
Thalman John 776 Ashton av.
Thesen Jacob 703 S West Temple.
Thirty-First Wd Store 987 8th East.
Thirty-First Wd Store 987 8th East.
Thirty-Fourth Wd Quality Store 880 W
Nto Temple.
Thirty-Second Wd Cash Store 1224 W 3d
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Thomas Rowland 280 S 10th West.
Thompson W S 124 W 1st So.
Tewnsite Meat & Gro Garfield.
Tracy E A 868 E 2d So.
Tracy L 578 3d East.
Tucker H J 108 Wentworth av.
Twentieth Wd Cop Store 463 E So Temple.
Twenty-Sixth Wd Mkt 702 S 8th West.

Twentieth Wd Co-op Store 463 E So Temple.

Twenty-Sixth Wd Mkt 702 S 8th West.

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Uintah Cash Gro 263 W 2d So.

Uintah Fillmore Gro Co 269 W 2d So.

Uintah Mkt 433 E 3d So.

Uneeda Mkt 172 W So Temple.

United Gro Co 322 S Main.

United States Gro Midvale.

Ush Gro 140 E 2d So and 1649 S State.

Voyles Meat & Gro Co 152 E 2d So.

Waddle N W 1562 10th East.

Walker Mae 379 E 9th So.

Walker Martha 1345 S 2d West.

Walker Nettle Union.

Crystallizers Sugar MACHINERY Diffusion Batteries

> SALT LAKE IRON and STEEL CO

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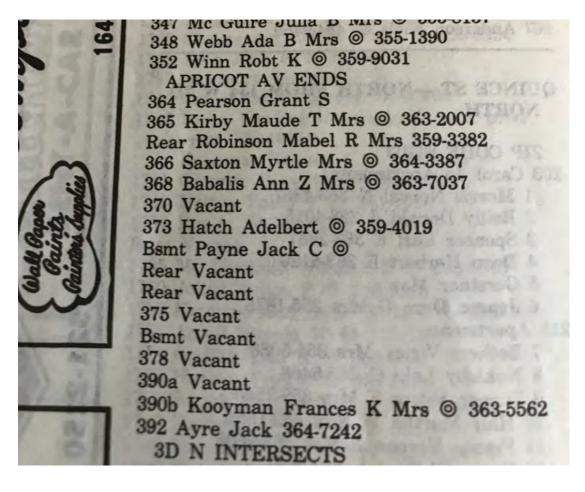
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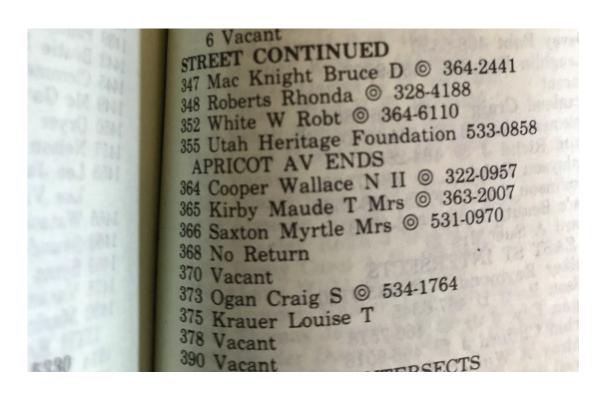
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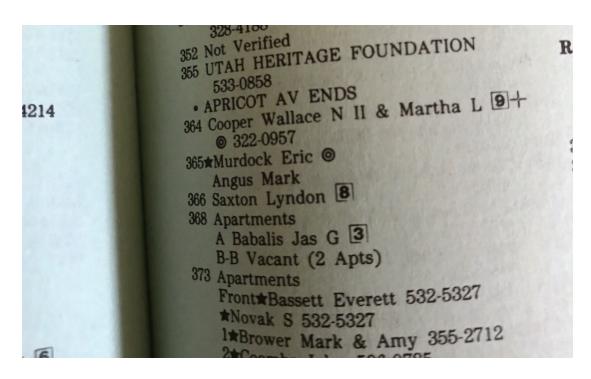


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# **Attachment E –** Building Permit Information

ADDRESS 365 Luince St.	DATE May 9 192/
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OWNER John M. Thygsen	o. I wellow
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CITY ENGINEER

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# Attachment F - Polly Hart's Email

 From:
 Polly Hart

 To:
 Pace, Katia

 Cc:
 Polly Hart

 Subject:
 365 N Quince St

**Date:** Thursday, December 20, 2018 4:20:16 PM

#### Hi Katia-

Kelly Fowler asked me to pass along to you my recollection of the chronology of how her property was occupied during David Pettigrew's ownership. It sounds like there is some uncertainty about when the house had tenants, and when it didn't. I'm happy to share my memories.

When I bought 355 N Quince, David's house was divided into three units. I bought my house in November, 1994, and I believe he told me that he had purchased his house earlier that year (or possibly the prior year). He lived in one unit and had two separate rental units. I don't know if this matters, but at that point he lived upstairs in the space facing Quince Street. One apartment was below him, and the other apartment was the old soft brick house in back. Occasionally a unit would go unrented, but for the most part, it operated as three units.

In 2007 (I think that's the year of the fire) David had one tenant in the back brick house. The unit below him was vacant for a few months when fire broke out in the back unit. It was winter (that's all I remember). For whatever reason, David didn't have home owner's insurance, so it was a slow process getting the work done to get the occupancy permit back (eight months or more??). As part of the process, David decided that he was sick of being a landlord and asked the city to eliminate his conditional use permit for the two extra units. He learned that in order to meet zoning/safety/etc he would need to be able to walk through the entire house without going outside (completely understandable for safety reasons:-)). However, that meant breaking into load bearing walls in two separate places to have all three connected. I believe he felt it would be way too costly to engineer these openings, so he told me that he reached a compromise with the city (Permitting? Planning? I don't know who) that he could keep the triplex conditional use, pending his success in meeting the current requirements (which now also included off-street parking). And while he was working on bringing the rental two units up to code along with parking, the city would grant him occupancy for his own unit once that was up to code.

He did continue working on the property, trying to bring everything up to code, but it was a very slow process. A few years ago he was diagnosed with cancer, and he passed away within a year. His widower Chris eventually sold the house to Kelly and James Fowler, and that's where we are today. I you have any questions for me, please do not hesitate to ask! I'm sometimes fuzzy on dates, but I have a generally good recollection of most of it.

Best, Polly

"I don't make trouble. I'm just really good at finding it." Zephyr

### Attachment G – Christhian Macias' Letter

October 30, 2018

To Whom It May Concern,

My name is Christhian Munoz Macias. I am the former owner of the property at 365 N. Quince Street in Salt Lake City, Utah. On September 27, 2018, I sold the Quince property to James and Kelly Fowler through my capacity as Successor Trustee of the trust known as the "David Steven Pettigrew Family Trust dated the 28<sup>th</sup> of July 2015." I understand that for Salt Lake City to determine whether or not the three Quince houses should be considered three separate "units" they need to know if, and approximately when, the houses were each occupied.

In early 2011, I moved into the Quince property and rented the back house from David Pettigrew. David lived in the front, red-brick house. David and I were married in 2015, at which time I moved into the front house with him. David passed away from cancer later that year. I remained living in the front house until just after I sold the property in September 2018.

From 2011 – 2018 during the time I lived on Quince street, the upstairs of the South house was only used by David for storage. The basement studio apartment of that South house, along with the small back house, were periodically rented depending on whether they were in good enough condition. The houses were not in good condition and sometimes the water or heating systems would fail – David was always trying to fix something. Some of the people who lived in those apartments were Mark Angus, Rick Nuttall, and Efran Islas-Garcias. I believe there were others as well, but I cannot remember their names at this time.

I hope this information has been helpful to your determination.

Thank you.

Christhian Munoz Macias

# Attachment H - 2007 Unit Legalization

DRION GOFF

### SALT LAKE: GHY CORPORATION

DEPARTMENT OF COMMUNITY DEVELOPMENT BUILDING SERVICES AND LICENSING RUSS C. "ROCKY" ANDERSON

January 24, 2007

David S. Pettigrew 365 North Quince Street Salt Lake City, Utah 84103

Re: Request for administrative approval to recognize an existing triplex

Dear David:

Your request for administrative recognition of the above referenced property as an existing triplex has been received and approved. After reviewing your request I am prepared to recognize this property as a legal nonconforming triplex once the following items have been addressed.

- 1. An application for a business license for the triplex must be received and approved by the Business Licensing Division. For information phone 535-7721.
- 2. Contact the County Tax Assessor's Office at 468-3050, and provide my office with evidence that your current property tax status has been upgraded to reflect the use as a triplex.
- Call the housing inspector and schedule a life/safety inspection for all three units. The inspector shall verify that:
  - The store was converted to a dwelling unit somewhere around 1949 as evidenced by the Polk Directory research.
  - All three dwelling units substantially comply with all life and safety codes, or will be brought into compliance once building permits have been issued.
  - All permits have been obtained, work inspected and completed as approved.
  - There are no nondimensional zoning violations on the property.

To schedule an inspection you will need to call 535-7935, and set up an appointment with Dan Maughn, who is the housing inspector in your area. Once I receive notice from the housing inspector that the conditions mentioned above are resolved a Zoning Certificate will be issued for the legal use of the property as a triplex. Thank you for your cooperation in this process. If you have any questions or, if I can be of further assistance, please call me at (801) 535-7142.

Sincerely, Alan M. Michelsen

Alan R. Michelsen

Unit Legalization Planner

cc: Dan Maughn