

Capitol Park Cottages

Planned Development Application

Background

Capitol Park Cottages is a 3.2-acre vacant property located in the Salt Lake City Avenues neighborhood. The property is the size of an average Avenues city block and is therefore incredibly unique in that it presents an opportunity for a planned development of scale that does not require the removal of historic buildings or encroachment into hillsides. Ivory Development is approaching this residential development in a way that recognizes this scarce opportunity.

The vacant land has a zone that limits its development to nine third-acre estate lots. While developing and building this property with multi-million-dollar homes would be easy for us to do, we see this as an opportunity to do a demonstration project of sorts, designing and building ADU's up front and adding more housing at the same time.

Our housing shortage has remained one of the most serious problems facing the state. Even during the pandemic recession, the average price of homes in Salt Lake County had increased by thirty one percent in the last year. New homebuyers and even middle-income buyers are being squeezed out of a market with higher costs and less availability. The Kem C. Gardner Policy Institute has estimated that Utah is facing a 50,000-unit housing gap. The only way to alleviate the housing gap is to build more homes and ease the strain on the housing markets. New housing projects cannot be relegated to greenfield developments or gentrification of disadvantaged neighborhoods.

Ivory Development seeks to develop Capitol Park Cottages as a community that promotes the precedents already set by the historic Avenues, namely:

- Housing-type variety
- Owner/Renter mix and cohesion
- Family-structure diversity
- Eclectic Architecture
- Progressivism and Innovation

The site plan included with this application has a total of nineteen lots. Five lots fronting F Street provide an opportunity for those wishing to build a custom or semi-custom home that will mimic the existing homes across the street. The interior of the community includes a nearly half-acre park and open space, a private drive and fourteen "Cottage Homes". The Cottage Homes introduce an innovative approach to new construction as we carefully include an Accessory Dwelling Unit (ADU). ADUs are a market-oriented tool recognized by the *Growing Salt Lake: Five Year Plan* that bring progressive easing to the city's housing shortage. The ADU's will attract a mix of multigeneration households and renters living cohesively in the same neighborhood.

To pursue this innovative development plan, Ivory has made application with Salt Lake City for a re-zone and master plan amendment (MPA) requesting the SR-1 Zone designation. In conjunction with the re-zone and MPA applications Ivory is submitting a site plan and application for a Planned Development.

Planned Development Purpose and Objective

Capitol Park Cottages meets a critical objective specifically outlined in the Planned Development ordinance:

- 1. Housing: Providing type of housing that helps achieve the City's housing goals and policies; (21A.55.010.C.2)***

The Capitol Park Cottages Site Plan was designed to facilitate ADUs in new home construction as a distinctive feature.

[*Growing SLC: A Five Year Housing Plan*](#) 1.1.3 specifically notes that a goal of the city is to “Revise the Accessory Dwelling Unit ordinance to ***expand its application*** and develop measures to ***promote its use.***”

Salt Lake City Planning has published a [Guide to Accessory Dwelling Units](#). In the Overview the Planning Division states, “Accessory dwelling units are part of a range of housing types that can help increase the housing supply with minimal impacts to the scale of an existing neighborhood. This makes ADUs a good option to help provide more housing in parts of the city where other types of housing may be too tall, too wide, or too bulky with the surrounding structures.” (pg. 4)

Salt Lake City Zoning Code 21A.40.200 requires the Planning Division to submit a yearly report detailing the ADU statistics for the year and giving recommendations for potential improvements to the ordinance.

The latest [ADUs Annual Report 2020](#) was reported to the City Council on February 10th of 2021. The report details that since 2019 there had been a total of 67 ADU applications approved under the ordinance (2019: **33 units** 2020: **34 units**). Of the 67 applications only 5 (2019: **4 units** 2020: **1 unit**) had been in District 3. Despite the approvals only 9 ADUs had been built throughout Salt Lake under the new ordinance. As the report states “...*the ADU ordinance is creating more housing choice. It is just doing it at a very slow rate and at a rate that is not making a noticeable impact...*” (pg.11).

The approval of Capitol Park Cottages would provide for a 22% increase in approved ADUs in Salt Lake City and would increase District 3's approved ADU stock by 300%. When Capitol Park Cottages is constructed, its 14 ADUs will outpace the expected city-wide total of 13 new ADUs/year.

Traditional single-family homes, townhomes and apartments are critical in responding to the City's housing unit deficit; however, they are not the only solution. Neither are ADU's. We are

not suggesting that this project will solve the housing crisis. It won't. But it is the cumulative effect of many small, incremental improvements that will ultimately be the solution.

ADUs have customarily been retrofitted to existing homes and lots. Retrofitting involves challenges with regard to design, construction, infrastructure, parking and financing. ADUs as part of a newly built neighborhood allow us to plan for those and make this community blend into the surrounding neighborhood. Capitol Park Cottages can set a precedent for future builders and developers to consider adding in ADU's when constructing a new home.

Furthermore, financing and costs continue to be a constraint to adding more ADU's to existing neighborhoods. It is noted that the cost of additional utilities can be prohibitive, but in our case it simply is not. We are already going to be installing new sewer, water, power, and gas, so the incremental increase to infrastructure is minimal at best.

Consistency with Avenues Master Plan

There is a Master Plan Amendment Application running concurrently with the Zone Amendment and this Planned Development application.

The Master Plan Amendment seeks to align the requested zone change with the Avenues Master Plan (AMP) redesignating the Capitol Park Cottages property from FR-3/12000 to SR-1.

The property is adjacent to the historic Veterans Administration Hospital and was designated as a foothill preservation zone and the Future Land Use Map assigned the property as VLD (1-4 Units/Acre). The entire surrounding area was designated as LD (4-8 Units/Acre).

The present features of the property and neighborhood have changed significantly over time. Today the historic hospital property has been rezoned RMF-35 and was converted into the Meridian Condominiums, a five-story condominium building. Directly across the street to the east is the historical avenues block pattern, to our north is Northpoint, a 49-unit townhome community and finally to our west, Capitol Park Estates, a large lot home development.

The Master Plan Amendment would align the property's land-use with its actual current conditions and the original intent of the 1987 Future Land-Use Map. That is, to reserve VLD-FR zoning to the bordering foothills and to maintain LD zoning in the historical avenues block pattern.

(Exhibit "A" 1987 Future Land-Use Map)

Compatibility with the surrounding neighborhood

Today the historic hospital property has been rezoned RMF-35 and was converted into the Meridian Condominiums, a five-story condominium building. Directly across the street to the east is the historical avenues block pattern, to our north is Northpoint, a 49-unit townhome community and finally to our west, Capitol Park Estates, a large lot home development.

In other words, there is no single land use in the surrounding neighborhood(s), so compatibility is a difficult metric for this property.

(Exhibit “B” surrounding development)

Inclusion of appropriate landscaping

Capitol Park Cottages will include full yard landscaping around each of the fourteen cottage lots that will be installed and maintained by an HOA. Lot landscaping will be varied and include water-wise techniques.

Our water-wise techniques were developed in partnership with the Jordan Valley Water Conservancy District’s “Localscape” program. The intent of Localscapes is to provide for efficient, functional, and beautiful landscape designs that recognize the unique climate of Utah. Our design will reserve irrigation-intensive sod for those areas that use it most and install water efficient landscape arrangements everywhere else.

Street trees will be planted along F Street, Capitol Park Avenue, and the private road in the interior of the project. The trees will provide an even canopy through and around the project.

A park will be dedicated to the HOA and built to provide recreation and community gathering opportunities for the residents.

Mobility

Five lots will front directly onto F Street for vehicular access. The remaining 14 Cottage lots will be accessed through a private road from Capitol Park Avenue (a private street).

With garages and driveways, no lot will include fewer than four off-street parking stalls. Homes on each lot will include three garage stalls for vehicular parking. A minimum of one off-street stall will be included in each lot on driveways.

On-street parking will be available on one side of the interior private road and four guest parking stalls will be included on a common area parcel.

Park strip buffered sidewalks will be constructed along F Street and Capitol Park Avenue the interior private road will also include a sidewalk for pedestrian use.

Preservation of natural and built features that significantly contribute to the surrounding character

The property is vacant and includes no built features. The native vegetation includes several wild trees. Most trees will be removed as part of the construction of the development. All trees will be replaced on site or otherwise as permitted by the Salt Lake City Private Tree Ordinance.

No detrimental effect on city utilities

There will be no detrimental effect on the city utilities. Salt Lake Public Utilities has reviewed the conceptual plan and has determined that there is adequate sewer, storm drain, culinary water and transportation capacity in the system.

Road and sidewalk infrastructure have never been completed along F Street. The development of Capitol Park Cottages will complete this public infrastructure project.

Capitol Park Avenue is a private street, as will be the interior of Capitol Park Cottages. No additional street maintenance requirements will be necessary from Salt Lake City. When we purchased the land, we acquired an easement to connect utilities and have vehicular access “over and across” Capitol Park Avenue with a cost sharing agreement with the Meridien which meets all requirements of both the building and fire codes.

Exhibit "B"

Surrounding Development

