

To: Salt LakeCity Planning Commission
From: Casey Stewart; 801-535-6260
Date: $\quad$ March 3, 2016
Re: PLNSUB2015-00965 Merrill ResidencePlanned Development PLNPCM2016-00004 Merrill Special Exception for Building Height

## PLANNED DEVELOPMENT / SPECIAL EXCEPTION

PROPERTY ADDRESS: 214 East $10^{\text {th }}$ Avenue
PARCEL ID: 09-31-176-001
MASTER PLAN: Avenues
ZONING DISTRICT: SR-1A (Special Development Pattern Residential)
REQUEST: The applicant seeks approval of a proposed single family residence with reduced front yard setback and increased building height. This project is being reviewed as a planned development because of the reduced setback and as a special exception because of the increased buildingheight. The Planning Commission has decision making authority for these two petitions.

RECOMMENDATION: Based on the information and analysis in this staff report, planning staff recommends that the Planning Commission deny both petitions.

The following motions are based on the recommendation:
Planned Development: "based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission deny the requested Merrill Residence Planned Development PLNSUB201500965".

Special Exception: "based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission deny the requested Merrill Residence Special Exception PLNPCM2016-00004".

## ATTACHMENTS:

A. Vicinity Map
B. SitePlan
C. Building Elevations
D. Additional applicant Information
E. Existing Conditions
F. Analysis of Standards
G. Public Process and Comments
H. Dept. Comments
I. Alternate Motion

## PROJ ECT DESCRIPTION:

## 1. Proposal Details

The petition seeks to modify the front yard setback and the allowed building height for a proposed new single family home at the subject address. Per the request, the front yard setback would be reduced from the required 20 feet down to 10 feet along $10^{\text {th }}$ Avenue, the adjacent public street. The height of the proposed dwelling would be approximately 29.5 feet, up from the height limit of 23 feet in the SR-1A zoning district.

The existing lot is located in the Avenues neighborhood, on the east rim of City Creek Canyon, across from the Utah State Capitol. The existing single family dwelling was constructed in approximately 1947, per the earliest permit record. The existing home would be demolished and replaced with the proposed single family dwelling.

The applicant, in September of 2015, originally requested a special exception for extra building height for the proposed dwelling. That request was granted administratively but the applicant has since moved the new dwelling's location closer to the front property line along $10^{\text {th }}$ Avenue and closer to the private alley and is asking for an additional foot of height from the previous request. These new circumstances necessitated a new special exception application for building height.

Project Details

| Regulation | Zone Regulation | Proposal |
| :--- | :--- | :--- |
| Lot Coverage | $40 \%$ coverage | $13 \%$ coverage (complies) |
| Height | 23 feet | 29.5 feet |
| Front Yard Setback | 20 feet | 10 feet |
| Rear Yard Setback | 30 feet | 49 feet (complies) |
| Side Yard Setback | 4 and 10 feet | 25 and 49 feet (complies) |

## KEY ISSUES:

The key issues associated with this proposal are the front yard setback and the proposed building height and the project's inability to fully achieve one of the objectives of a planned development. These key issues are discussed further in the following paragraphs and were identified through planning staff's analysis of the project (Attachment " $F$ ") Other issues with the project are engineering-related, such as sewer line relocation, storm drainage, and soil stability and are deemed resolvable with proper technical design.

Issue 1: Front yard setback - unresolved
The front yard area of the property is that which fronts $10^{\text {th }}$ Avenue. The required front yard setback for a new building on this lot is 20 feet from the front lot line. The applicant's request approval for a 10 -foot front yard setback instead, via the planned development process. The existing home has a front yard setback of approximately 10 feet, but with that building proposed for complete demolition, the newdwelling is subject to the 20 -foot dimension.

The lot has more than adequate area in which to locate a dwelling and comply with the base yard dimensions, despite some of the property extending over the side of the western slope down into City Creek Canyon. This fact makes it difficult to find that a reduced front yard setback is necessary for this one dwelling or that there is an overall benefit to the public and city by allowing the reduced setback (as anticipated by the planned development standards).

The proposed location, as stated by the applicant, would allow for a larger garden area and landscaped rear yard area. The applicant's opinion is that $10^{\text {th }}$ Avenue should not be considered the front yard, but rather the private alley to the east should be the front of the lot where the front yard setback is applied. This scenario helps the applicant's case, but does not comply with the city's definition of the front lot line, which is the lot line adjacent to a public street. For this property $10^{\text {th }}$ Avenue is the only adjacent public street, and historically has acted as the front yard. The alley is not a dedicated public street, and therefore not the front of the lot.

The property to the south of this project utilizes the alley as its only access, and in that case, the front yard would be the eastern yard (along the alley), but that is an exception and was established in the early 1970's by a "variance" to reduce the setback from the alley because of the proximity to the steep slope. Were the applicant to apply for a
variance today to reduce the front yard setback, it would be denied simply because the lot is large enough to more than adequately comply with all setback requirements, there are no hardships. The applicant has opted to go through the planned development process to modify the front setback requirement.

The applicant has also cited the setback of the next house to the east (on the corner of $10^{\text {th }}$ Avenue and ${ }^{\text {B' Street) as }}$ reason for a reduced front yard setback. That argument doesn't apply because the north side of that house is the "corner side yard", not the front yard, so using it to determine an average front yard setback is not viable. This has been the city's policy for front yard setback averaging.

Lastly, there is a minimum land area requirement to even be eligible for a planned development process. The lot size requirement differs for each zoning district, but for the SR-1A district the minimum area is 10,000 square feet. The subject lot is 29,700 square feet, a large residential lot with plenty of land area to locate a dwelling and comply with setback requirements. Most city residential lots aren't that large and wouldn't qualify for the planned development process. That means most residential lots, in order to request a reduction in a required building setback would only be eligible for the "variance" process, which has stricter standards and requires clear demonstration of a physical, topographical hardship. Given the large land area, the applicant would be extremely unlikely to get a variance based on the variance standards, and has gained an advantage simply by having a large lot. That means this proposal should clearly demonstrate that it achieves the objectives and standards for a planned development when asking for a reduction in setback distances.

Issue 2: Building height - unresolved
Residential building height that exceeds the base standard can only be reviewed via the 'special exception' process; a planned development process cannot be used to gain extra building height, thus to two separate applications. The proposed residence already received approval last fall for a similar height exception. The difference then was the building's location. The location last fall was south and west of the current proposal, farther from the street. The prior location complied with the front yard setback distance of 20 feet and, with the slope of the lot heading down from $10^{\text {th }}$ Avenue, kept the visual impact of increased height further from the public street and nearby properties. The revised location is now 10 feet closer to the public street ( $10^{\text {th }}$ Ave) and closer to the private alley. This new location increases the adverse impact of the extra height on the public view and from nearby properties. Staff finds the new location detrimental to the height aspect of the project. See staff's analysis in Attachment F for more details.

The applicant provided the estimated heights of other nearby residences in support of the extra height. In general the other buildings have a taller building height average. The zoning ordinance limits the affect other building heights can have on a proposal by stipulating the consideration to only those buildings on the same block face. Based on the definition of "block face" below, there are not enough buildings on the subject block face to establish a development pattern (at least three building heights), which is part of the consideration for extra building height (seedefinitions below for clarity).

BLOCK FACE: All of the lots facing one side of a street between two (2) intersecting streets. Comer properties shall be considered part of two (2) block faces, one for each of the two (2) intersecting streets. In no case shall a block face exceed one thousand feet ( $1,000^{\prime}$ ).

DEVELOPMENT PATTERN: The development pattern standard applies to principal buildingheight and wall height, attached garage placement and width, detached garage placement, height, wall height, and footprint size. A development pattern shall be established when three (3) or more existing structures are identified to establish the pattern, or in the case that three (3) structures constitutes more than fifty percent (50\%) of the structures on the block face fifty percent ( $50 \%$ ) of the structures shall establish a pattern.

The private alley separates two block faces (west of the alley and east of the alley), leaving the existing building as the only building on the applicable block face. Furthermore, when existing buildings will be demolished and removed for a project the city excludes the subject property from the calculation/pattern, which means there would be no buildings to use in a development pattern. If the alley was disregarded and the block face extended eastward to ' B '

Street, that would only add one building (the home at the corner of ' $\mathrm{B}^{\prime}$ Street and $10^{\text {th }}$ Ave) to the block face, which still doesn't achieve a development pattern. Lack of a development pattern should have been given more consideration in the prior special exception approved last fall; however that approval is still valid and could be utilized by the applicant if this current proposal is denied.

Given the new building location, closer to the street and nearby properties, and the lack of any development pattern on which to base extra building height, the proposed building height in the proposed location should be denied.

Issue 3: Planned development objectives - unresolved
In general a planned development offers flexibility in the application of zoning and subdivision design standards in anticipation of an innovative and preferred development that has increased benefit to the immediate area, the general public, and the city. Staff was unable to find how the proposal satisfied the stated objectives of a planned development. More detail is provided in staff's analysis included in Attachment F.

## DISCUSSION:

Staff's concerns were discussed with the applicants in December, immediately after the application was submitted, but the applicant felt they had a case for the reduced setback and building height and wanted to proceed as proposed.

The analysis of the approval standards in Attachment " F " of this report further details the issues as they relate to the standards and offer more insight on staff's recommendations for the two applications - planned development and special exception. The proposal meets most of the review standards, except for the key standards of planned development objectives and a development pattern for extra building height.

Questions arose about when the height limit for the SR-1A district was changed to 23 feet. The SR-1A zoning district was created and adopted in 2006 as the result of a citizen initiated push to limit the size of new buildings in portions of the greater Avenues area. Prior to 2006, most of the area was zoned SR-1 and had a building height limit of 30 feet, so many of the buildings in the area were likely constructed or remodeled when the height limit was higher.

The large lot size allows ample room with level ground to comply with required yard setbacks, leaving no reason to approve a reduced setback. Given the basic nature of the modifications sought, setback and building height, staff could think of no conditions that might help the project meet the standards in question. Ultimately, staff recommended denial of the proposed front yard setback and building height. As the final decision is up to the commission, the commission may deny as recommended or find differently and approve the proposal with or without conditions.

## NEXT STEPS:

If approved, the applicant may proceed with the project, subject to any conditions, and will be required to obtain all necessary city permits and make all required improvements. If denied, the applicant would still be eligible to construct the dwelling subject to required yard setbacks and the previously approved building height (PLNPCM2015-00740).

ATTACHMENT A: Vicinity Map






## ATTACHMENT C: Building Elevations



DAVID \& COLLEEN MERRILL RESIDENCE

## 214 E. 10TH AVENUE

SALT LAKE CITY, UTAH


DAVID \& COLLEEN MERRILL RESIDENCE


DAVID \& COLLEEN MERRILL



COVER SHEET



VIEW LOOKING SOUTH FROM 10 AVE DEAD $\left(\frac{1}{\text { AE205 }}\right.$ END \& EXISTING ALLEYWAY

## DAVID \& CO RESIDENCE



DAVID \& COLLEEN MERRILL




CRSA
 ${ }^{240} 5$


GENERAL INFORMATION, CODE ANALYSIS, SHEET INDEX










Merrill Residence Attached information sheet

Answers to Question 2 of application:
a. -Home is Craftsman style.
-Materials are wood, stone, cementitious shingles and siding.
-The building form is 2 stories with gable roofs.
-House footprint is appropriate for the large lot. Setbacks from adjacent homes to North and South are ample. House faces the back property lines of homes to the east. These homes are 15 to 20 feet above the new home because of the steep slope.
-New home is $12^{\prime}$ shorter than the existing home -Although a new home, we feel that the style and size fits in well with the existing neighborhood.
-We were approved for a height exception. This exception required the approval of all the surrounding homeowners. Homeowners were all happy with the design and anxious to get the new house built.
b. -The existing slope leading down to Memory Grove is currently unstable because of fill that was brought in during the 1950's. To build the new home the existing slope will require a structural upgrade of the existing slope which will make it both safer and less prone to erosion. The homeowner plans to populate the existing slope with native species landscaping which will also inhibit erosion and make the slope more structurally stable.
c. -We are building a new home and demolishing an existing home that has been vacant for a number of years. The existing building is a non-contributing structure and considered an eyesore by the neighbors.
d. -We believe that the new house design will be pleasing, attractive and an appropriate fit for the neighborhood. When we applied for our height exception the whole surrounding neighborhood was able to review the design. The neighbors were very supportive of the design and confident that the new house would bring a lasting value to the neighborhood.
e. The home does not have any public access amenities but the owners are supportive of a proposed future stairway down to Memory Grove that would be built in the easement to the North of Their property.
f. The existing home to be demolished is structurally unstable and its long term vacancy has made it a magnet for vagrants and teenagers who come up from Memory Grove and break into the
house. Our soils engineer William Gordon says that the existing house is actually in collapse mode right now. Gordon believes the house should be pulled down immediately before it collapses with someone in it.
g. Not applicable
h. The home design includes continuous insulation on the outside face of all walls. The roof will be insulated with closed cell spray insulation. Though not continuous, the closed cell holds in the highest amount or heating and cooling of any of the non- continuous insulations. The design will also include split system hvac which will make it possible to control the energy load of various zones of the house more precisely.

Proposal Summary
David and Colleen Merrill Residence
214 E. $10^{\text {th }}$ Avenue, SLC, Utah

This application is a request for additional building height on a proposed 2 story craftsman style home on a .68 acre lot with SR 1A zoning.

We believe an additional $6^{\prime}-6^{\prime \prime}$ of building height above the $23^{\prime}-0^{\prime \prime}$ code prescribed maximum is appropriate because:

1. The average height of all homes between $9^{\text {th }}, 10^{\text {th }}$ avenue from $B$ street to dead end at Memory Grove is $31^{\prime}-6^{\prime \prime}$. At $29^{\prime}-6^{\prime \prime}$ we are below the average height of the neighborhood.
2. The new home will be $+-10^{\prime}-0^{\prime \prime}$ shorter and further back from $10^{\text {th }}$ Ave. than the existing house that will be demolished.
3. We were approved for a previous height exception in November. All the neighbors are supportive of the project and anxious for construction to begin. They believe that the existing home that we will be demolishing is hurting their property values and is a danger to public safety.
4. The proposed home has been designed to nestle into the existing cross slope of the site so that it is perceived as a 1 story structure from $10^{\text {th }}$ avenue.





## ATTACHMENT E: Existing Conditions

## Existing Conditions:

The subject site consists of a single lot, 29,700 square feet in area ( 0.68 acres), containing one single family dwelling. The lot is generally level on the eastern two thirds and then drops steeply into City Creek Canyon for the western portion. The existing home, built in 1947, is currently vacant but was apparently occupied as recently as, 2013. The home is in need of repair and has some settling, particularly on the west side.

The lot is bordered on two sides by streets, on the north by $10^{\text {th }}$ Avenue (a public street) and on the east by a private alley that is 30 feet wide. There are numerous trees and shrubs growing randomly around the property.

The adjacent uses include:
North: single family dwellings
East: singlefamily dwellings
South: single family dwelling
West: City Creek Canyon, open space

## 21A.24.080: SR-1AND SR-1A SPECIAL DEVELOPMENT PATTERN RESIDENTIAL DISTRICT:

In this chapter and the associated zoningmap, the SR-1 district is divided into two (2) subareas for the purpose of defining design criteria. In other portions of this text, the SR-1 and SR-1A are jointly referred to as the SR-1 district because all other standards in the zoning ordinance are the same.
A. Purpose Statement: The purpose of the SR-1 special development pattern residential district is to maintain the unique character of older predominantly single-family and two-family dwelling neighborhoods that display a variety of yards, lot sizes and bulk characteristics. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.
B. Uses: Uses in the SR-1 special development pattern residential district, as specified in section 21A.33.020, "Table Of Permitted And Conditional Uses For Residential Districts", of this title, are permitted subject to the general provisions set forth in section 21A.24.010 of this chapter and this section.
C. Minimum Lot Area And Lot Width: The minimum lot areas and lot widths required in this district are as follows:

| Land Use | Minimum Lot Area | Minimum Lot Width |
| :--- | :--- | :--- |
| Single-family detached dwellings | 5,000 square feet | 50 feet |
| Twin homedwellings | 4,000 square feet | 25 feet |
| Two-family dwellings | 8,000 square feet | 50 feet |

D. Maximum Building Height: Maximum building height limits vary, depending upon the location. The following regulations apply for each area within the SR-1 district:

1. Pitched Roofs: The maximum height of buildings with pitched roofs shall be:
a. SR-1A: Twenty three feet (23') measured to the ridge of the roof, or the average height of other principal buildings on the block face.
2. Flat Roofs: The maximum height of a flat roof building shall be:
a. SR-1A: Sixteen feet ( 16 ').
3. Exterior Walls: Maximum exterior wall height adjacent to interior side yards:
a. SR-1A: Sixteen feet (16') for exterior walls placed at the building setback established by the minimum required yard.
b. In both the SR-1 and SR-1A districts, the exterior wall height may increase one foot (1') (or fraction thereof) in height for each foot (or fraction thereof) of increased setback beyond the minimum required interior side yard. If an exterior wall is approved with a reduced setback through a special exception, variance or other process, the maximum allowable exterior wall height decreases by one foot (1') (or fraction thereof) for each foot (or fraction thereof) that the wall is located closer to the property line than the required side yard setback.
i. Cross Slopes: For lots with cross slopes where the topography slopes, the downhill exterior wall height may be increased by one-half foot ( 0.5 ') for each one foot (1') difference between the elevation of the average grades on the uphill and downhill faces of the building.
ii. Exceptions:
4. Gable Walls: Walls at the end of a pitched roof may extend to a height necessary to support the roof structure except that the height of the top of the widest portion of the gable wall must conform to the maximum wall height limitation described in this section.
5. Dormer Walls: Dormer walls are exempt from the maximum exterior wall height if:
a. The width of a dormer is ten feet (10') or less; and
b. The total combined width of dormers is less than or equal to fifty percent ( $50 \%$ ) of the length of the building facade facing the interior side yard; and
c. Dormers are spaced at least eighteen inches (18") apart.
6. Initial Construction: Building height for initial construction of a building shall be measured as the vertical distance between the top of the roof and the established grade at any given point of building coverage. Building height for any subsequent structural modification or addition to a building shall be measured from finished grade existing at the time a building permit is requested. Building height for the R-1 districts, R-2 district and SR districts is defined and illustrated in chapter 21A. 62 of this title.
7. Stepped Buildings: Where buildings are stepped to accommodate the slope of terrain, each step shall have a horizontal dimension of at least twelve feet (12').
8. Additional Building Height:
a. For properties outside of the H historic preservation overlay district, additional building height may be granted as a special exception by the planning commission subject to the special exception standards in chapter 21A. 52 of this title and if the proposed building height is in keeping with the development pattern on the block face. The planning commission will approve, approve with conditions, or deny the request pursuant to chapter 21A. 52 of this title.
b. Requests for additional building height for properties located in an H historic preservation overlay district shall be reviewed by the historic landmarks commission which may grant such requests subject to the provisions of section 21A.34.020 of this title.
E. Minimum Yard Requirements:
9. Front Yard:
a. SR-1A: The minimum depth of the front yard for all principal buildings shall be equal to the average of the front yards of existing buildings within the block face. Where there are four (4) or more SR-1 principal buildings with front yards on a block face, the average shall be calculated excluding one property with the smallest front yard setback and excluding the one property with the largest front yard setback. Where there are no existing buildings within the block face, the minimum depth shall be twenty feet ( $20^{\prime}$ ). Where the minimum front yard depth is specified in the recorded subdivision plat, the requirement specified therein shall prevail. For buildings legally existing on April 12, 1995, the required front yard depth shall be no greater than the established setback line of the existing building.
10. Corner Side Yard:
a. SR-1A: Ten feet ( 10 ').
11. Interior Side Yard:
a. Twin Home Dwellings: No side yard is required along one side lot line while a ten foot (10') yard is required on the other.
b. Other Uses:
i. Corner lots: Four feet (4').
ii. Interior lots:
12. SR-1A: Four feet ( $4^{\prime}$ ) on one side and ten feet ( $1^{\prime}$ ') on the other.
a. Where the width of a lot is forty seven feet (47') or narrower, the total minimum side yard setbacks shall be equal to thirty percent (30\%) of the lot width with one side being four feet (4') and the other side being thirty percent (30\%) of the lot width minus four feet (4') rounded to the nearest whole number.
b. Where a lot is twenty seven feet (27') or narrower, required side yard setbacks shall be a minimum of four feet (4') and four feet (4').
c. Where required side yard setbacks are less than four feet (4') and ten feet (10') an addition, remodel or new construction shall be no closer than ten feet (10') to a primary structure on an adjacent property. The ten foot ( $10^{\prime}$ ) separation standard applies only to the interior side yard that has been reduced from the base standard of ten feet ( $10^{\prime}$ ).
13. Rear Yard: Twenty five percent ( $25 \%$ ) of the lot depth, but not less than fifteen feet ( $15^{\prime}$ ) and need not exceed thirty feet (30').
14. Accessory Buildings And Structures In Yards: Accessory buildings and structures may be located in a required yard subject to section 21A.36.020, table 21A.36.020B, "Obstructions In Required Yards", and section 21A. 40.050 of this title.
a. SR-1A:
i. Maximum building coverage of all accessory buildings shall not exceed six hundred (600) square feet.
ii. Primary accessory building: One accessory building may have up to the following dimensions:
15. A footprint of up to four hundred eighty (480) square feet, subject to compliance with subsection 21A.40.050B1 of this title.
16. Roof peak/ridge height of up to fourteen feet (14') above the existing grade.
17. A flat roof height limit of nine feet (9') above the existing grade.
18. An exterior wall height of nine feet ( $9^{\prime}$ ) above the existing grade.
a. Lots with cross slopes where the topography slopes, the downhill exterior wall height may increase by one-half foot ( $0.5^{\prime}$ ) for each one foot (1') difference between the elevation of the average grades on the uphill and downhill faces of the building.
iii. Secondary accessory buildings: All other accessory buildings shall have the following dimensions:
19. Roof peak/ridge height of up to ten feet (10') above the existing grade.
20. Flat roof height limit of eight feet (8') above the existing grade.
21. An exterior wall height of eight feet (8') above the existing grade.
22. Secondary accessory buildings may be attached to the primary accessory buildings so long as all buildings conform to the required wall and roof ridge height restrictions.
F. Maximum Building Coverage: The surface coverage of all principal and accessory buildings shall not exceed forty percent ( $40 \%$ ) of the lot area. For lots with buildings legally existing on April 12, 1995, the coverage of existing buildings shall be considered legal conforming.
G. Maximum Lot Size: With the exception of lots created by a subdivision or subdivision amendment recorded in the office of the Salt Lake County recorder, the maximum size of a new lot shall not exceed one hundred fifty percent ( $150 \%$ ) of the minimum lot size allowed by the base zoning district. Lots in excess of the maximum lot size may be created through the subdivision process subject to the following standards:
23. The size of the new lot is compatible with other lots on the same block face;
24. The configuration of the lot is compatible with other lots on the same block face; and
25. The relationship of the lot width to the lot depth is compatible with other lots on the same block face.
H. Standards For Attached Garages: The width of an attached garage facing the street may not exceed fifty percent (50\%) of the width of the front facade of the house. The width of the garage is equal to the width of the garage door, or in the case of multiple garage doors, the sum of the widths of each garage door plus the width of any intervening wall elements between garage doors.

21a.55.050: Standards for Planned Developments: The planning commission may approve, approve with conditions, or deny a planned development based upon written findings of fact according to each of the following standards. It is the responsibility of the applicant to provide written and graphic evidence demonstrating compliance with the following standards:
$\left.\begin{array}{|l|l|l|}\hline \text { Standard } & \text { Finding } & \text { Rationale } \\ \begin{array}{l}\text { A. Planned Development Objectives: The planned } \\ \text { development shall meet the purpose statement for } \\ \text { a planned development (section 21A.55.010 of this } \\ \text { chapter) and will achieve at least one of the } \\ \text { objectives stated in said section: } \\ \text { A. Combination and coordination of } \\ \text { architectural styles, building forms, building } \\ \text { materials, and building relationships; }\end{array} & \begin{array}{l}\text { Does Not } \\ \text { Comply }\end{array} & \begin{array}{l}\text { The following is staff's assessment of the proposal's achievement } \\ \text { of the planned development objectives: }\end{array} \\ \begin{array}{l}\text { B. Preservation and enhancement of } \\ \text { desirable site characteristics such as natural } \\ \text { topograph, vegetation and geologic features, } \\ \text { and the prevention of soil erosion; }\end{array} & & \begin{array}{l}\text { A: The project proposes building materials that are considered } \\ \text { durable and of high quality, which may contribute in part to } \\ \text { objective A, but it is questionable whether building materials alone } \\ \text { are grounds for a planned development approval and warrant such a } \\ \text { reduction in the front yard setback. }\end{array} \\ \begin{array}{l}\text { C. Preservation of buildings which are } \\ \text { architecturally or historically significant or } \\ \text { contribute to the character of the city; }\end{array} & & \begin{array}{l}\text { B: The applicant claims the new home will involve stabilization of the } \\ \text { soils and crest of the slope into City Creek Canyon. That would be } \\ \text { required of any new building on this lot, whether it met the required front } \\ \text { setback or not, so this objective is not applicable. }\end{array} \\ \begin{array}{l}\text { D. Use of design, landscape, or architectural } \\ \text { features to create a pleasing environment; }\end{array} & & \begin{array}{l}\text { C: The proposal does not involve preserving buildings, there is not } \\ \text { applicable. }\end{array} \\ \begin{array}{l}\text { E. Inclusion of special development amenities } \\ \text { that are in the interest of the general public; }\end{array} & & \begin{array}{l}\text { D: The "pleasing environment" cited in objective D and outlined by the } \\ \text { Bpplicant could be achieved with or without the reduced setbacks. In } \\ \text { fact, more area in the front yard for landscaping and enhancement of the } \\ \text { streetscape could produce a more pleasing environment, as is intended } \\ \text { with front yard setbacks. Planned development approval isn't }\end{array} \\ \text { necessary to achieve a "pleasing environment". The lot size is more } \\ \text { than sufficient to comply with the front yard setback. }\end{array}\right\}$

Compliance: The proposed planned development shall be:

1. Consistent with any adopted policy set forth in the citywide, community, and/or small area master plan and future land use map applicable to the site where the planned development will be located, and
2. Allowed by the zone where the planned development will be located or by another applicable provision of this title.
C. Compatibility: The proposed planned development shall be compatible with the character of the site, adjacent properties, and existing development within the vicinity of the site where the use will be located. In determining compatibility, the planning commission shall consider:
3. Whether the street or other adjacent street/access; means of access to the site provide the necessary ingress/egress without materially degrading the service level on such street/access or any
4. Whether the planned development and its location will create unusual pedestrian or vehicle traffic patterns or volumes that would not be expected, based on:
a. Orientation of driveways and whether they direct traffic to major or local streets, and, if directed to local streets, the impact on the safety, purpose, and character of these streets;
b. Parking area locations and size, and whether parking plans are likely to encourage street side parking for the planned development which will adversely impact the reasonable use of adjacent property;
c. Hours of peak traffic to the proposed planned development and whether such traffic will unreasonably impair the use and enjoyment of adjacent property.
5. Whether the internal circulation system of the proposed planned development will be designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;
6. Whether existing or proposed utility and public services will be adequate to support the proposed planned development at normal service levels and will be designed in a manner to avoid adverse impacts on adjacent land uses, public services, and utility resources;
in the SR-1A zoning district, so this aspect of the project is consistent with both the master plan and zoning ordinance.

The Avenues Master Plan indicates this property should develop as low-density residential at the density of $4-8$ units per gross acre. That would result in a development of between 2 and 5 dwelling units based on the gross area of this site. Even by removing the western portion as undevelopable due to a severely steep slope thereby resulting in a "net area" for development, the number of units would range from 2 to 4 on this property. The single dwelling unit proposed is lower density than anticipated, but still considered compatible.

## Complies

1- The proposed vehicle access for the lot is directly from the private alley, which is shown as 30 feet wide and the applicant has right-of-way over the western 20 feet of the 30 -foot wide alley. Given the applicant's legal right to use the alley, and the limited use of the alley, this access is adequate.

2- The proposal would not create unexpected vehicle or pedestrian traffic patterns based on its single unit residential use.

3- There is no "internal" circulation system with this proposal, only the typical residential driveways that access the required vehicle parking.

4- The provision of water and sewer service, and adequate storm drainage would require more work than typical. The existing sewer lateral that services this lot runs north and south through the middle of the lot, and also services 4 other lots north and south of the site. The applicant would need to ensure that the sewer service for the other homes is not degraded. The applicant proposes to install new sewer line in the alley for the new home, and the lots north of the site that use the same lateral. The lots south of the project would retain their current sewer connection.

As part of any construction process, the applicant would have to work with the city's public utilities division to ensure storm drainage is handled properly.

5- With the low intensity residential use proposed, there are no impacts anticipated with this project that would require buffering or other mitigation measures. The adjacent uses are the same types of residential uses.

6- Intensity: the proposal amounts no increase in intensity from what is there or what is anticipated by the master plan and zoning ordinance.

The proposed use, being solely residential, is not subject to the additional design criteria of the "conditional building and site design review".

| 5. Whether appropriate buffering or other <br> mitigation measures, such as, but not limited <br> to, landscaping, setbacks, building location, <br> sound attenuation, odor control, will be <br> provided to protect adjacent land uses from <br> excessive light, noise, odor and visual impacts <br> and other unusual disturbances from trash <br> collection, deliveries, and mechanical <br> equipment resulting from the proposed <br> planned development; and |  |  |
| :--- | :--- | :--- |

## See "SPECIAL EXCEPTION STANDARDS" on next page...

21a.52.060: General Standards and Considerations for Special Exceptions: No application for a special exception shall be approved unless the planning commission or the planning director determines that the proposed special exception is appropriate in the location proposed based upon its consideration of the general standards set forth below and, where applicable, the specific conditions for certain special exceptions.

| Standard | Finding | Rationale |
| :---: | :---: | :---: |
| A. Compliance With Zoning Ordinance And District Purposes: The proposed use and development will be in harmony with the general and specific purposes for which this title was enacted and for which the regulations of the district were established. | Does Not Comply | The purpose for height restrictions is to limit and maintain similarity with the height of buildings in the zoning districts. Particularly in residential districts, it is to maintain some conformity and consistency of the buildings in relation to their purpose. The SR-1A zoning district was specifically established for stricter controls on building height and size in the Avenues area. Granted, there are some buildings in the vicinity that exceed the 23 foot height limit, but those were constructed or remodeled prior to the SR-1A district. New buildings are expected to comply with the shorter height limit. Allowing an additional home to exceed that height will increase the number of buildings that do not comply, therefore straying further from the ordinance's purpose |
| B. No Substantial Impairment Of Property Value: The proposed use and development will not substantially diminish or impair the value of the property within the neighborhood in which it is located. | Complies | The use of the property is not changing from single family residential use and staff finds no impact to neighboring property values. The development of the property, consisting of the building with its additional height, would be similar in height and slightly shorter to older existing buildings in the neighborhood. This aspect is not likely to diminish the value of nearby properties. Staff has no information or evidence indicating the proposal would substantially diminish the value of property within the neighborhood. |
| C. No Undue Adverse Impact: The proposed use and development will not have a material adverse effect upon the character of the area or the public health, safety and general welfare. | Partially Complies | Use: the use of the property will continue to be single family residential, thereby contributing to the single family residential character of the area, and as a "use" will not have a material adverse impact upon that same existing character or the public health, safety, and general welfare. <br> Development: The proposed setback is the same as the existing setback. The existing building contributes to the character of the area and it is not anticipated that character will be materially and adversely impacted by a building in the same location. However, with noncompliant structures, it is the city's intent that at some point in time the development of the property becomes compliant. In this case, the applicant seeks to completely demolish and remove the existing building, thereby relinquishing any right to continue the noncompliant location and dimensions of the building. The zoning district establishes standards in order to establish and maintain similar characteristics of building size and location in the respective area. A new building that varies from those standards by the |

$\left.\begin{array}{|l|l|l|}\hline & & \begin{array}{l}\text { proposed amount, would counter the anticipated } \\ \text { character. }\end{array} \\ \text { If properly permitted and constructed, as would be } \\ \text { required if the project were approved, the building } \\ \text { would comply with all public health, safety and general } \\ \text { welfare standards such as sewer, water and storm } \\ \text { drainage. }\end{array}\right\}$

## ATTACHMENT G: Public Process and Comments

Planning Division
Community and Economic Development
Salt Lake City Corporation
Attention: Casey Stewart
Re: Development at $21410^{\text {th }}$ Avenue
On February $3^{\text {rd }}$, CRSA architects and David and Colleen Merrill presented an overview of the plans for a new single family residence at $21410^{\text {th }}$ Avenue at the General Meeting of the Greater Avenues Community Council. As presented, there are two main issues to be addressed with the Planning Commission. One is a request for a height exception and the other is a request to use the East side of the house as the front (or to allow an exception for a 10 ' set-back on the North side). Although some individuals expressed concerns, the plan was generally well received. I have summarized the comments below.

We do not oppose the request for a height exception. We recognize that the height restriction is problematic for a two story house. The proposed house will be lower than the existing structure and nearby neighbors are supportive.

We support $10^{\text {th }}$ Avenue remaining as the front of the house. Although it is a short, dead-end block, there are homes on the north side of the street facing it. The proposed plan will enhance the view and feel of the streetscape. An exception to allow a 10 ' set-back would be acceptable, since this would align with the other house on this side of the block and actually provide more of a 'front yard' than the existing house.

Other issues were raised, such as soil stability re-routing an existing sewer line, and run-off/drainage issues, which should be addressed in the detailed technical design by the appropriate experts.

We appreciate the opportunity to comment. Please contact me at gaccchair@slc-avenues.org with any questions.

Regards,

## DAVID H. ALDERMAN

David H. Alderman

GACC Chair

| From: | Priscilla Kawakami |
| :--- | :--- |
| To: | Stewart, Casey |
| Subject: | PLNSUB2015-00965 |
| Date: | Monday, February 29, 2016 7:45:52 AM |

Dear Mr. Stewart,
Once again I find myself questioning the sanity and the motives of both the Salt Lake City Council and the Salt Lake City Planning Division. It wasn't that long ago that the city adopted height restrictions for construction and remodeling in the Avenues neighborhoods of the city. These were in response to homeowners who completely ignored any common sense or goodwill in making their house a monstrosity that dwarfs its neighbors and blights the block.

Now someone wants to accomplish the same poor design decisions and bad manners in a place that is visible from many other areas in the city, specifically overlooking City Creek Canyon at 214 East 10th Avenue. What is the purpose of zoning restrictions if they can be ignored by one and all? Soon my single family, owner occupied street will be invaded by a commercial enterprise thanks to planners. If this new proposal is approved, the entire city will see how poorly decisions are made.

Priscilla Kawakami
435 B Street
Salt Lake City, Utah 84103

| From: | Chuck Konopa |
| :--- | :--- |
| To: | Stewart, Casey |
| Subject: | Re: RE: PLNSUB2015-00965 |
| Date: | Monday, February 29, 2016 10:40:27 AM |

## Casey,

This is quite the project. They are rerouting the sewer lines to make room for their walk out basement. It seems to be an expensive solution to just allow for the basement walkout, yet creative at the same time. It will make for an attractive property.
I don't see any problem with the height of the house being 29.5 feet. They are lowering the finish floor elevation. All our homes in this area are higher than 23 feet.

In my mind I go back and forth with whether they should be allowed to build in the setback. The existing house is within the setback, so why not the new house? But then I come up with reasons to require the 20 foot setback:

The building is being demolished, so this is a good time to make things right again. Set it back 20 feet, or compromise at 15 feet. The existing house has always seemed a little too close to the road. The house to the east is set back about the same, but it doesn't give me the same feeling.
Maybe it's because 10th Avenue has curb and gutter along that part of the street.
Also, the new building will have more house within the setback than before. I think this is the biggest problem. A solution would be to allow a new structure within the setback, but only in the footprint of the old house. The architect may want to simply shift the entire building, since there seems to be enough room on the lot to do so. But they could always shift the garage over to meet the 20 -foot setback.

Sincerely,
Chuck Konopa

```
Sent: Monday, February 29, 2016 at 9:34 AM
From: "Stewart, Casey" <Casey.Stewart@slcgov.com>
To: "'Chuck Konopa'" <ckonopa@email.com>
Subject: RE: PLNSUB2015-00965
```

Chuck,

I have attached the plans. I apologize they weren't available when you tried.

The proposal is to demolish the existing home and building a new, larger home. The two modifications the new owner seeks are (1) to locate the building 10 feet from the front property line along $10^{\text {th }}$ Ave versus the required 20 feet; and building a taller home than permitted ( 29.5 feet versus 23 feet). The existing home is approximately 10 feet from the property line and 28 feet tall.

Thank you for your interest.

Sincerely,

## CASEY StEWART

Senior Planner

| From: | $\underline{\text { H Scott }}$ |
| :--- | :--- |
| To: | Stewart, Casey |
| Subject: | Merrill - PLNSUB2015-00965 and PLNPCM2016-00004 |
| Date: | Thursday, February 25, 2016 3:39:28 PM |

## Dear Casey,

I will be unable to attend the Planning Commission meeting when this application is scheduled to be heard. I would like to request that the Commission grant the relief requested by this application for this single family home on 10th Avenue in Salt Lake City.

Due to the unique configuration of this property and relation of the proposed home to the neighborhood I believe that both the setback and height requests are de minimis and should be granted.

Thank you for passing these comments on to the Commission for consideration.
Sincerely,
H. Scott Rosenbush

1027 N. Terrace Hills Dr., Salt Lake City, UT 84103
801-355-2312
H. Scott Rosenbush

## Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project:

## Community Council meeting

February 3, 2016 at the Sweet Library in the Avenues community.
Notice of the public hearing for the proposal included:
Public hearing notice mailed on February 26, 2016
Public hearing notice posted on February 26, 2016
Public notice posted on City and State websites and Planning Division list serve: February 26, 2016

## Public Comments

The proposal was forwarded to the Greater Avenues Community Council for comments. The community council discussed the proposal at their general meeting on February 3, 2016, and followed up with a summary of comments offered by the attending citizens. A copy of the summary is included in the following pages of this attachment " $G$ ".

A number of comments were received via email from the surrounding owners and residents. Copies of those emails or letters are also included here.

In general the comments provided supported the project or had little objection or concerm. There were some objections to the modifications requested. Those comments questioned the need for the modifications given the large lot area.

## CITY DEPARTMENT COMIMENTS

Public Utilities (Natalie Moore):
Please submit a full set of engineering plans to Salt Lake City Public Utilities for review. Include the existing and proposed grading, utilities, and any adjustments to the property boundaries. There is an existing 1" water meter that may be re-used if it is found in good condition. If replacing the existing shared sanitary sewer lateral, a new, 8 " public sanitary sewer main will be required at the owner's expense. Any properties affected by abandoning this sewer lateral must bere-connected to the new sewer main. Any new storm drain improvements must be installed at the owner's expense unless otherwise notified by Salt Lake City Public Utilities.

Obtain any easements for utility installations through the alleyway if the alleyway is not the public right-ofway. Site drainage must be contained on the property and must discharge to the street rather than to adjacent properties. Please contact Public Utilities for further questions or utility information (801) 483-6727.

## Engineering (George Ott):

A public way permit will be required for any work in the Public Way. Engineering will review and comment on drawings for the proposed changes to drainage and sanitary sewer. Contact Soott Weiler for any Engineering design or permitting questions. 801-535-6159. Certified address required prior to building permit issuance. See Alice Montoya at 801-535-7248.

Transportation (Mike Barry): Proposal for newsfr. Two (2) off street parking spaces are required per residence. A single lane driveway shall be a minimum of 12 feet and a maximum of 30 feet.

## Zoning: (Ken Brown):

This proposal will need to comply with the provisions of 21A. 010 and 21A. 24.080 in regards to front façade controls, parking, foundation standards, entrance landing, maximum building height (special exception required for additional height), setbacks, accessory structures, maximum building coverage and standards for attached garages. See Table 21A.36.020B for any obstructions within required yards (changes of established grade, stairs and required landings, etc). This proposal will need to comply with the appropriate provisions of 21A. 44 for parking and 21A. 48 for park strip and front yard landscaping.

Fire: (Ed Itchon):
Fire hydrants shall be within 600 ft . of all exterior walls of the first floor. Fire department access shall be within 150 ft . of all exterior walls of the first floor. Fire department access shall be a minimum of 20 ft . when the height is under 30 ft . If the building is 30 ft and greater the access road shall be minimum of 26 ft . clear width. Turning radius are 45 ft . outside. and 20 ft . inside.

## ATTACHMENT I: Motions

## Potential Motions

## Not Consistent with Staff Recommendation:

PLANND DEVELOPMENT: Based on the testimony, plans presented and the following findings, I move that the Planning Commission approve the requested Merrill Residence Planned Development PLNSUB201500965 subject to the following conditions:

1. The modification approved by this planned development pertains only to the front yard setback, all other zoning standards apply.
2. The applicant shall comply with all City department requirements outlined in the staff report for this project. See Attachment H of the staff report for department comments.

The Planning Commission shall make findings on the planned development review standards and specifically state which standard or standards are being complied with.

SPECIAL EXCEPTION: Based on the testimony, plans presented and the following findings, I move that the Planning Commission approve the requested Merrill Residence Special Exception PLNPCM2016-00004.

The Planning Commission shall make findings on the planned development reviewstandards and specifically state which standard or standards are being complied with.

