

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

From: Casey Stewart; 801-535-6260

Date: January 7, 2016

Re: PLNPCM2015-00800 Salter Large Group Home Conditional Use

CONDITIONAL USE

PROPERTY ADDRESS: 720 East Ashton Avenue (2335 South)

PARCEL ID: 16-20-157-003 MASTER PLAN: Sugar House

ZONING DISTRICT: RMF-35 (Residential Multi-family)

REQUEST: The petitioner, Johanna Salter, requests conditional use approval for a proposed residential large group home at the subject location. A group home is a dwelling where a group of people live and receive counseling, therapy or other specialized treatment or rehabilitation for disabled persons. The existing building is currently used as a bed and breakfast with six rooms available for rent. The building would require minimal interior remodeling to convert to a group home. No exterior remodeling is proposed. The Planning Commission has final decision-making authority for a conditional use request.

RECOMMENDATION: Based on the information in this staff report, planning staff recommends that the Planning Commission approve the proposed conditional use project subject to the conditions listed below.

The following motion is provided in support of the recommendation:

Based on the findings and information listed in the staff report and the testimony and plans presented, I approve the requested Salter large group home conditional use petition PLNPCM2015-00800 subject to the following condition:

1. Applicant shall comply with all city department/division requirements.

ATTACHMENTS:

- A. Vicinity Map
- **B.** Photographs
- C. Site Plan & Building Elevations
- **D.** Additional Applicant Information
- **E.** Existing Conditions & Zoning Requirements
- F. Analysis of Standards
- **G.** Public Process and Comments
- H. Dept. Comments

PROJECT DESCRIPTION:

The subject building and site are currently utilized for a bed and breakfast business with six rooms available for nightly rent, and associated parking (six stalls). The current bed and breakfast was approved in 1998 as a conditional use. Since then, bed and breakfast uses have been removed as conditional uses in the RMF-35 zoning district and are no longer permitted, making the current business a nonconforming use.

SALT LAKE CITY CORPORATION 451 SOUTH STATE STREET, ROOM 406 PO BOX 145480 SALT LAKE CITY, UT 84114-5480 The proposal is to convert the current bed and breakfast to a large group home providing supportive mental health services for up to 15 adults. The group home would operate with the existing six bedrooms, some residents sharing a room, and 24 hour staff supervision. The home would be licensed with the State of Utah as a group home.

All required vehicle parking would be provided on site using the six existing hard-surfaced parking stalls. The zoning ordinance requires 2 parking stalls for the home and 1 parking space for every 2 support staff present during the busiest shift. The proposed use requires a minimum of five parking stalls.

The existing building is a designated historic landmark site and also on the National Register of Historic Places. The proposal does not include any modifications to the exterior of the building, therefore no review or approval is required by the Historic Landmark Commission. All modifications proposed are interior to the buildings and will be conducted in accordance with building code requirements.

The proposal requires review under the conditional use process because of the number of residents proposed. Group homes with 7 or more unrelated persons fall under the "large" category and are listed as a conditional use in the RMF-35 zoning district.

KEY ISSUES:

The key issues listed below have been identified through the analysis of the project, neighbor input and department review comments.

Issue 1: Within 800 feet of another group home - resolved

The zoning ordinance requires that group homes maintain a separation distance of at least 800 feet from another group home. The applicant and planning staff have reviewed the list of state licensed group homes and found no other group homes within 800 feet. A citizen has claimed that another group home is operating at 770 E Ashton Avenue, a few houses away from the subject property. The building at 770 E Ashton is not a licensed group home, but appears rather to be operating as a rooming/boarding house, which may be a violation. The city's zoning enforcement division is investigating the situation and is communicating with the property owner. However, it is not a group home and would not preclude the proposed group home from locating on the subject property.

Issue 2: Landmark Site and National Historic Register - resolved

The subject property is a designated local historic landmark site and is listed on the National Register of Historic Places. These designations do not however preclude the conversion from a bed and breakfast to a group home. No exterior modifications to the building or site are proposed with the conversion therefore no need arises for Historic Landmark Commission review.

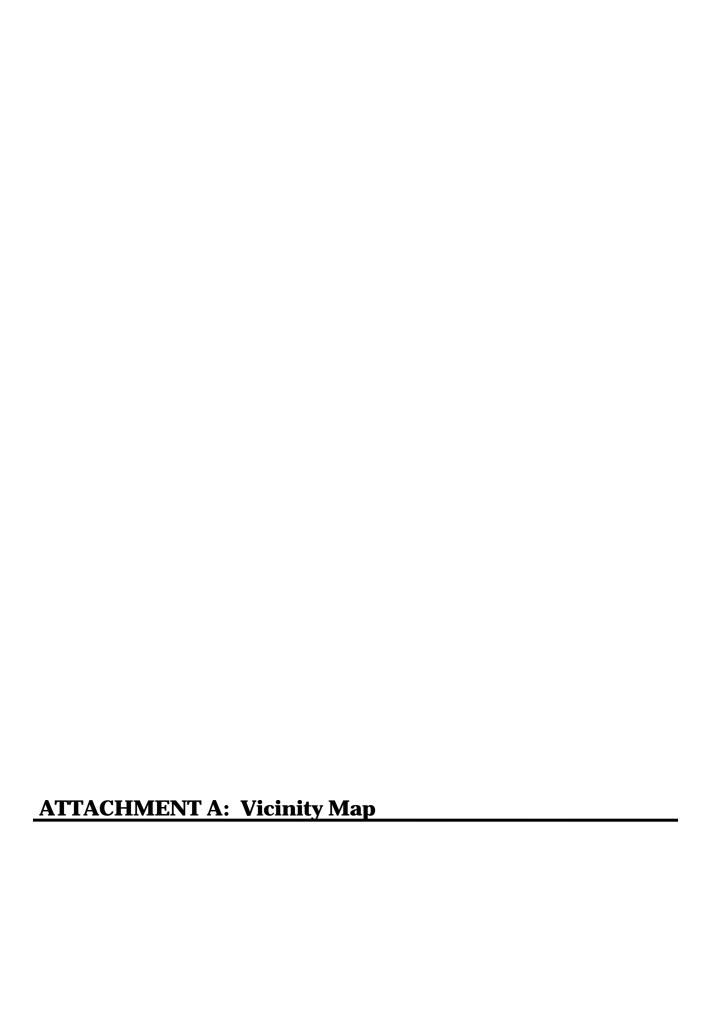
DISCUSSION:

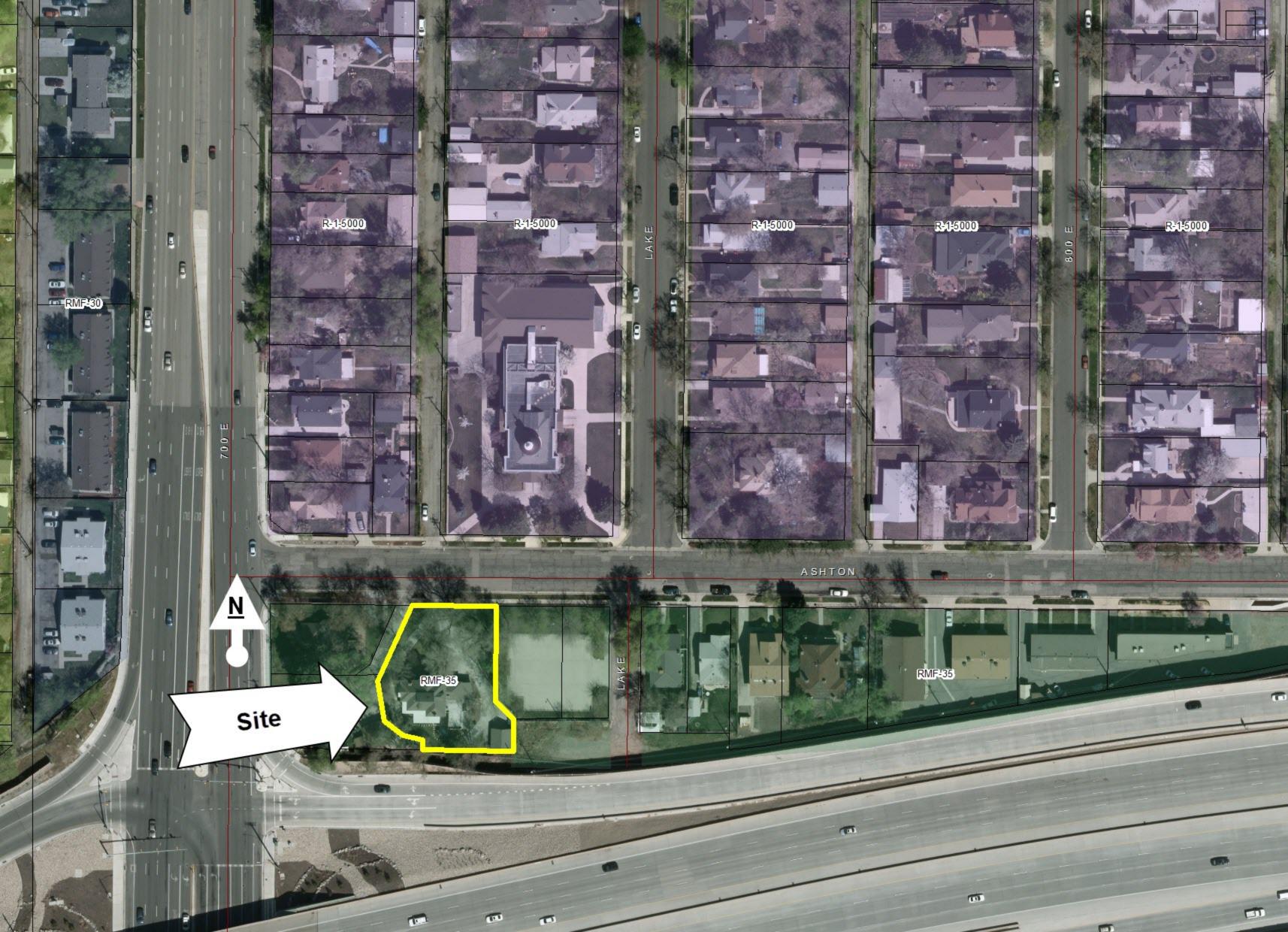
In general the proposed conversion from a nonconforming bed and breakfast to a large group home, with no exterior modifications to the building or site, creates no adverse impacts, will have no noticeable effect to surrounding properties, and satisfies the standards for approval.

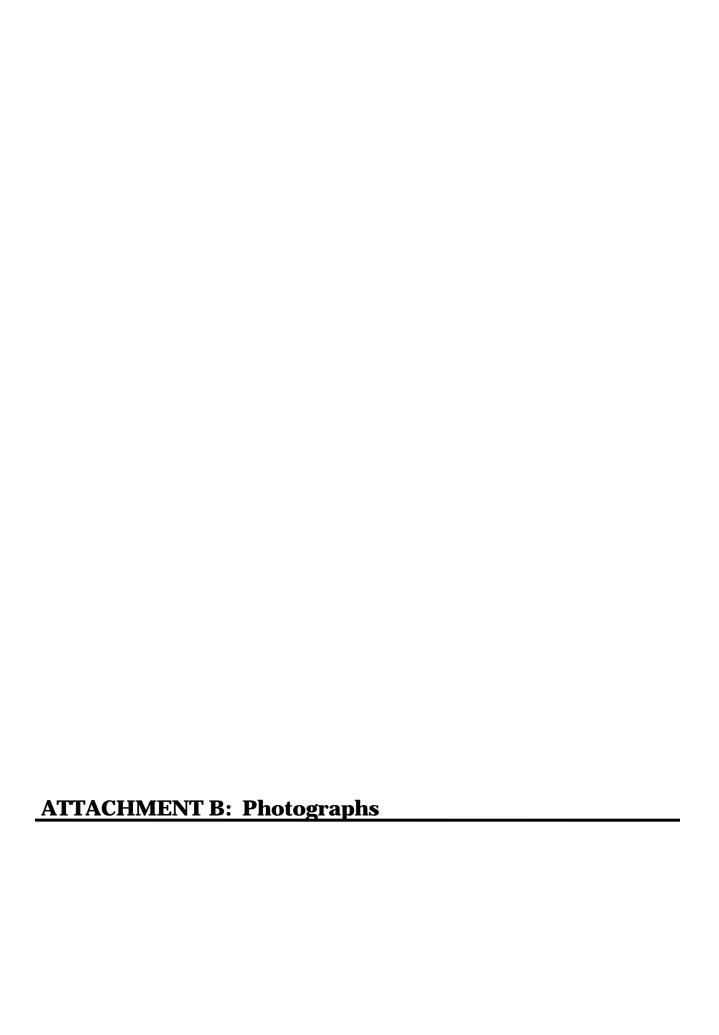
The number of parking stalls required for this proposed group home is five, whereas the site has six existing stalls, which were required for the bed and breakfast's six rooms. This is a reduction in parking stalls and complies with the city's parking requirements without any need for modifications.

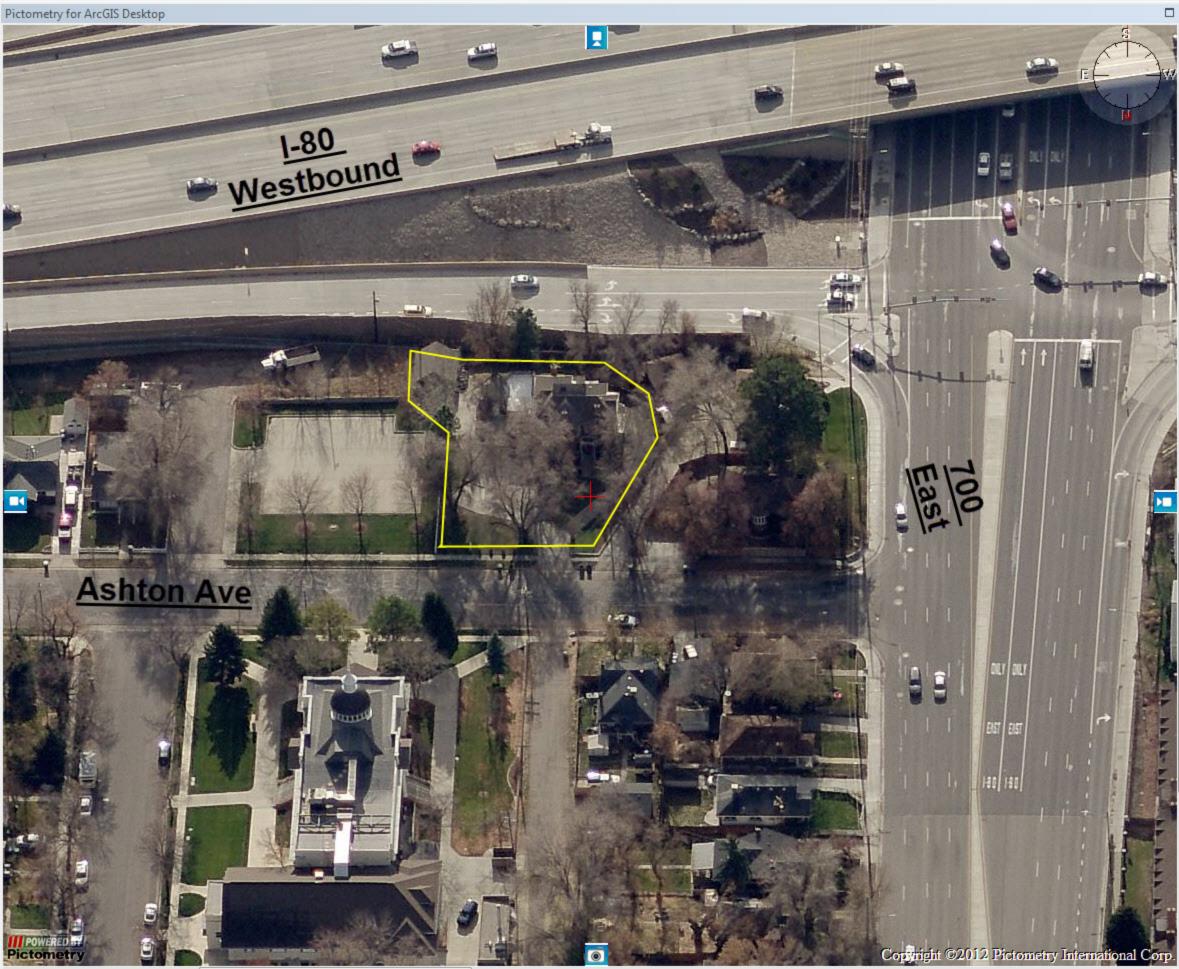
NEXT STEPS:

If approved, the applicant may proceed, subject to any conditions of approval, with the conversion and will be required to obtain all necessary permits for interior alterations. If denied, the applicant would not be allowed to operate a large group home on this site.



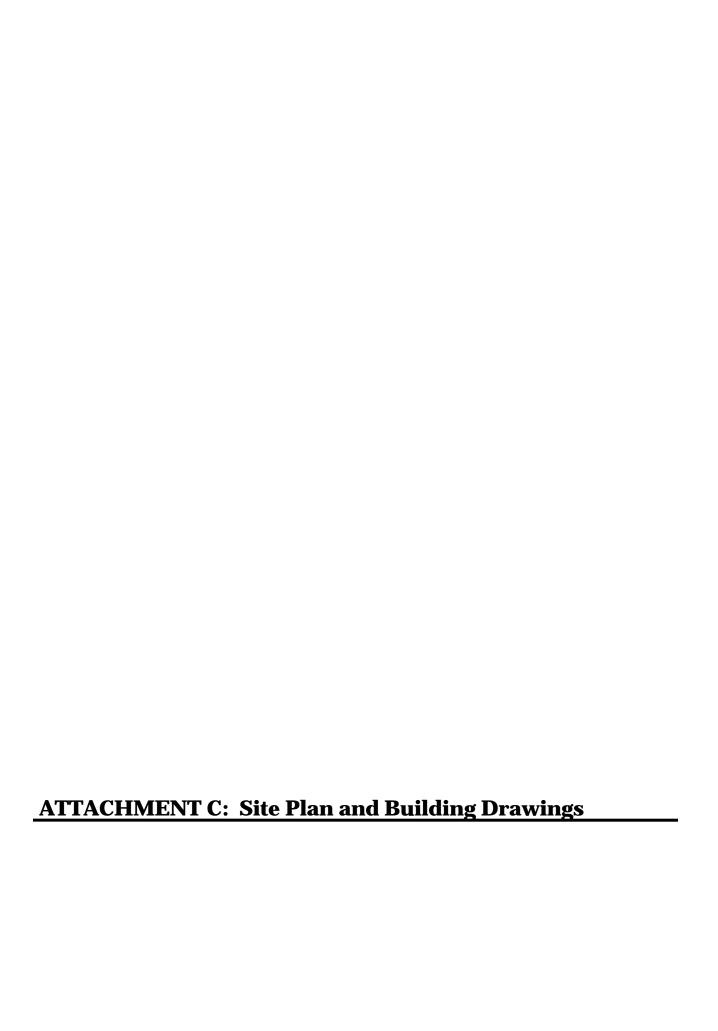


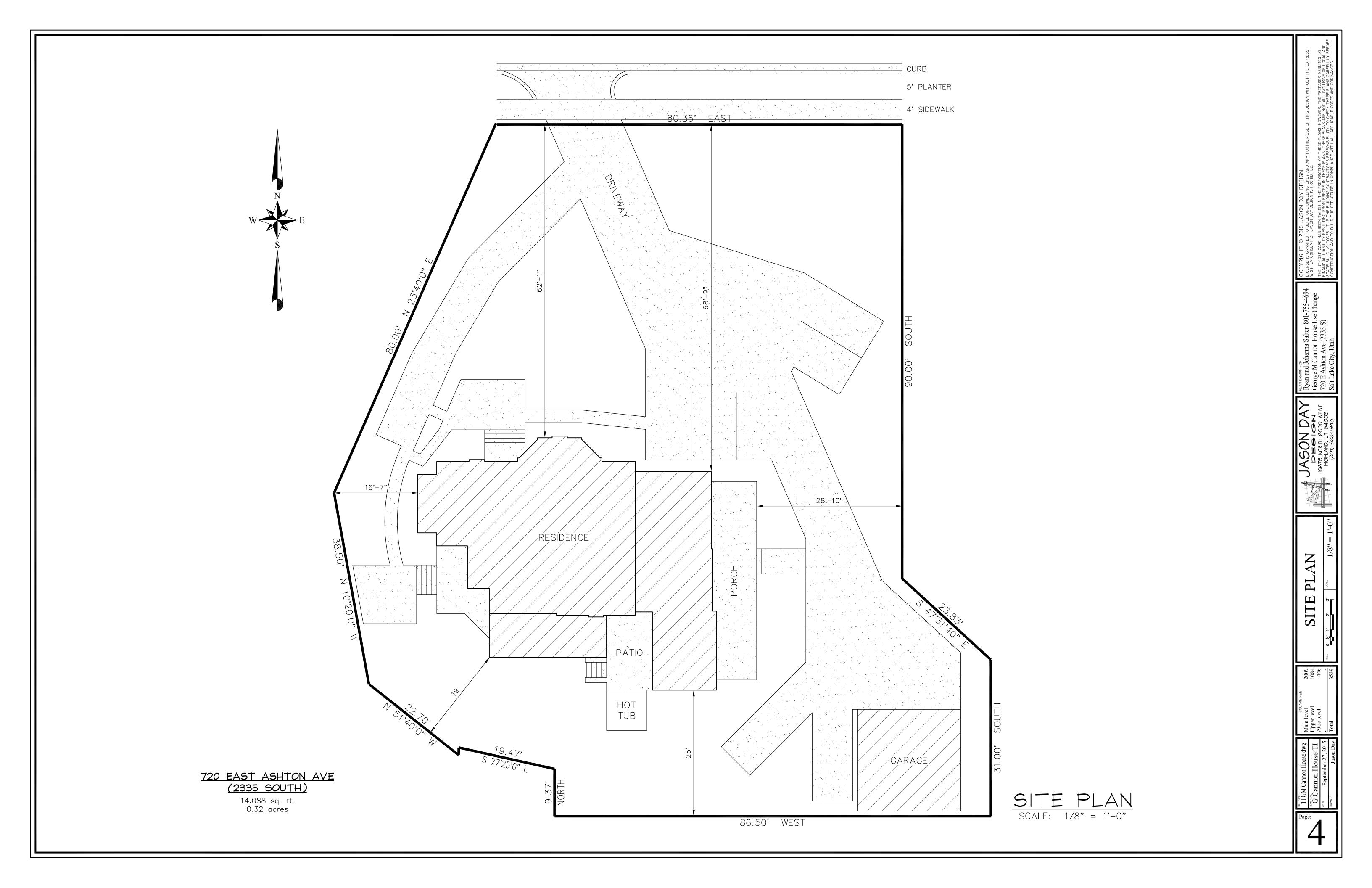


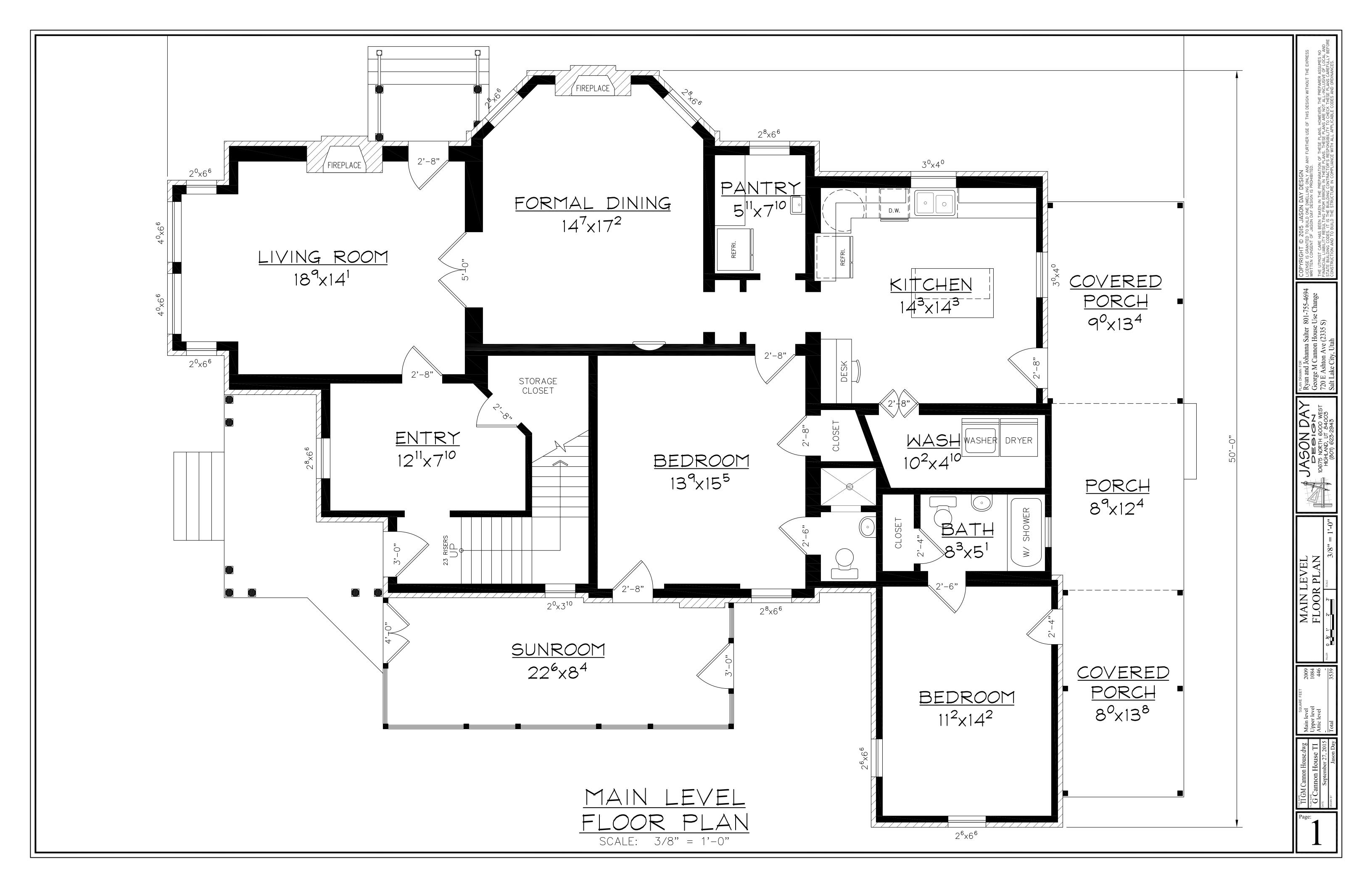


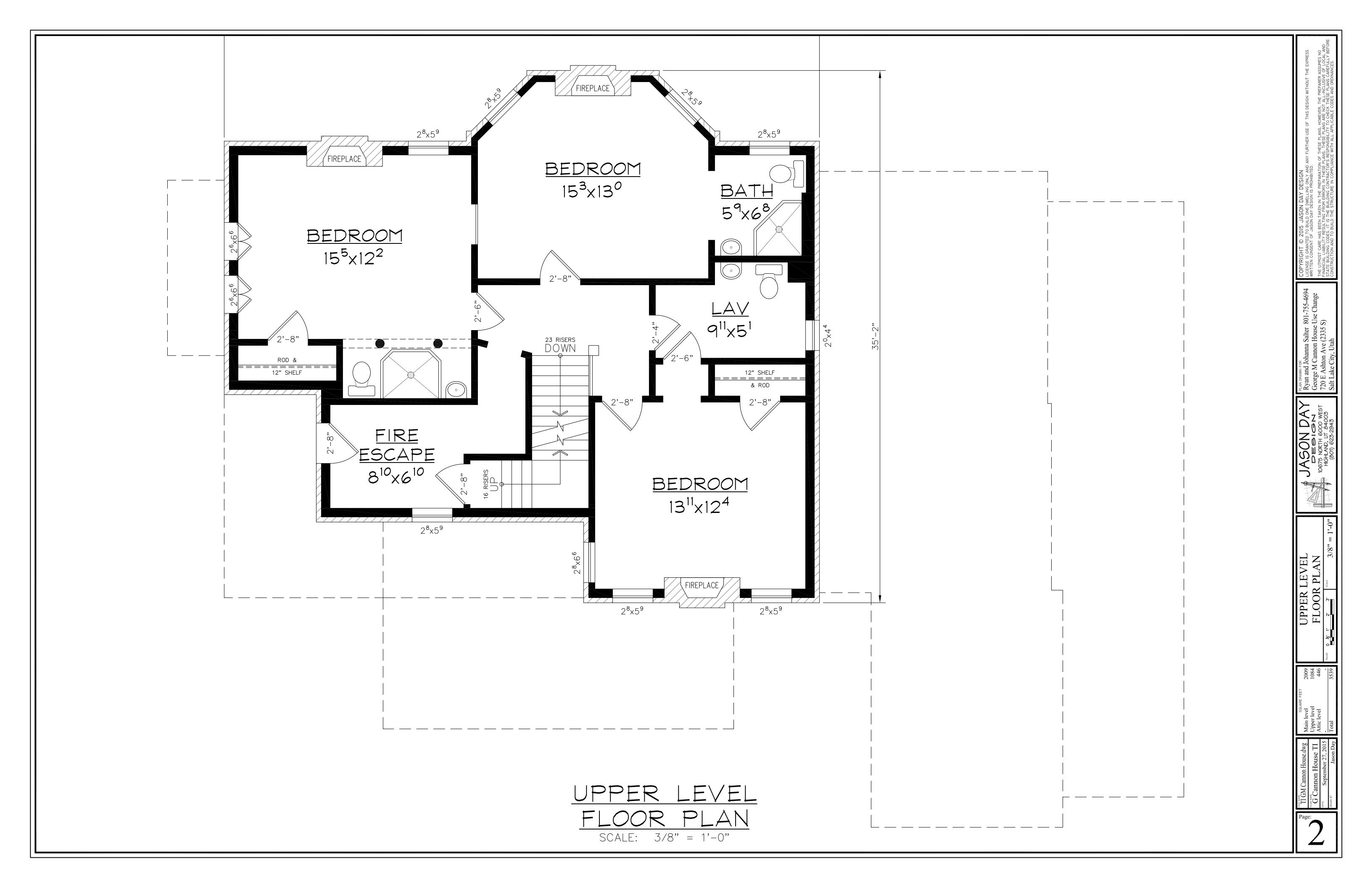


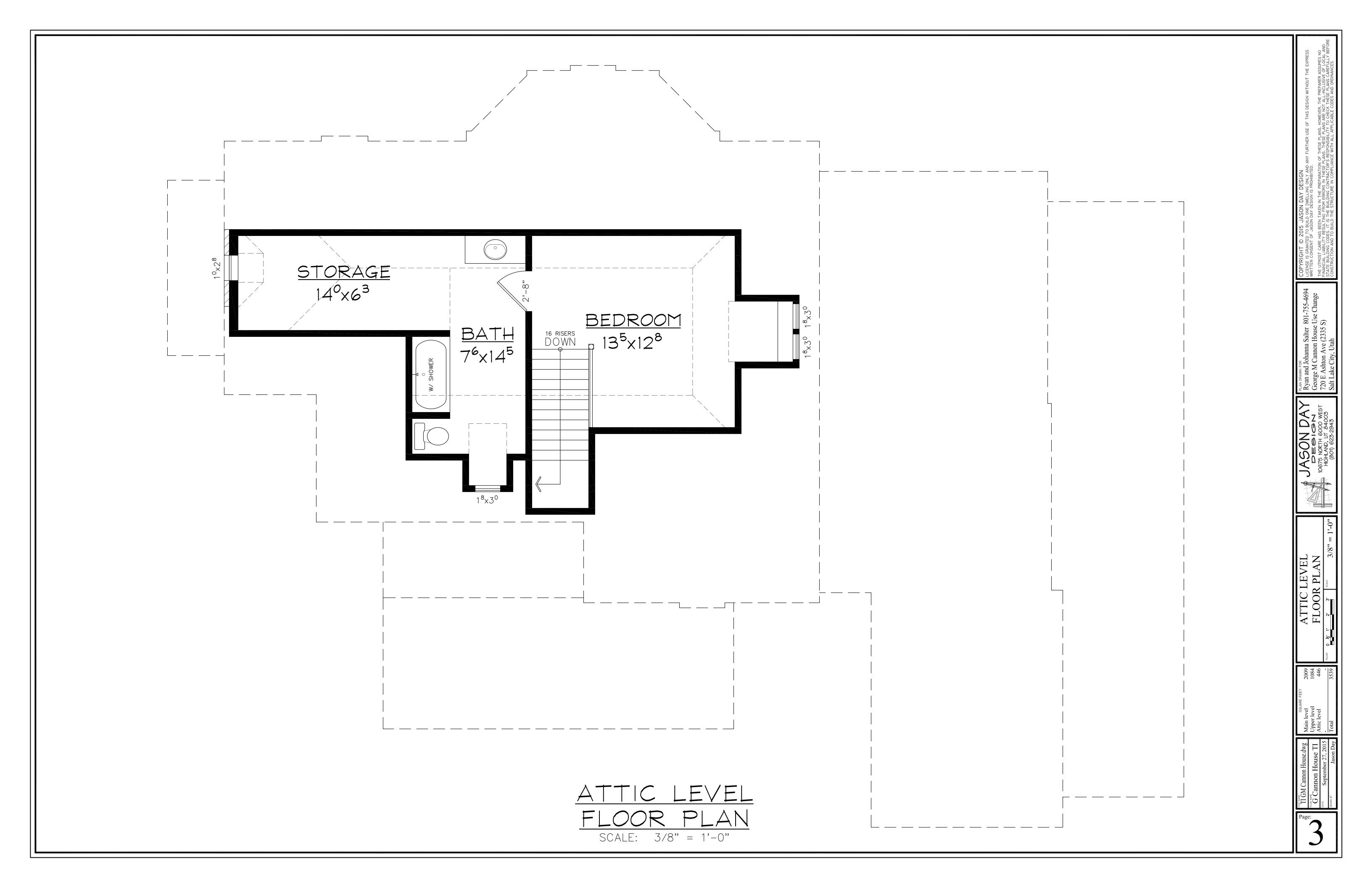


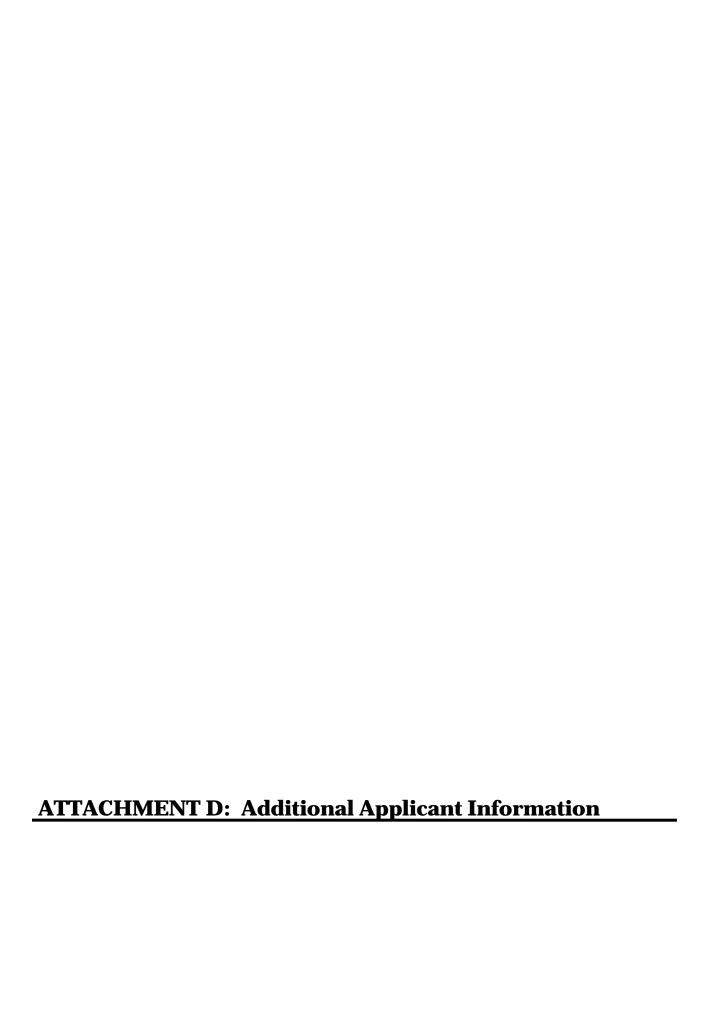












PROJECT DESCRIPTION

We are submitting this conditional use permit to utilize the home on 720 Ashton Ave as a large group home, licensed for 15 residents who are seeking help with mental health issues. The home will be licensed through the State of Utah, Department of Human Services, Office of Licensing.

This property is currently zoned as a bed & breakfast and to switch to a group home would not require much change to the property as it is. All that would need to be done is modify one bathroom by putting up a wall and finish the garage so it is insulated. There may be safety upgrades required to ensure the property is in proper working order for the residents. The home's exterior will remain in the required condition to be listed on the historic registries.

There are a total of 6 bedrooms, 2 of the rooms being 195 sq ft. According to the Utah Administrative Code (R501-19-8), a shared room is required to provide 60 sq ft per resident per the room. With the square footage and number of rooms, 15 residents is easily accommodated in the large home. In fact, it is clinically indicated for residents with mental health issues to have a roommate.

Residents will not have their own vehicles on site so there is sufficient parking since only staff will require a place to park. There will be 24 hour, 7 days per week staff supervision with 15-minute checks including full surveillance system with cameras to ensure the safety of the residents. There will be a maximum ratio of resident to staff of 8:1.

Clinical Supervisor (Ryan Salter, LCSW) is a licensed mental health therapist in the State of Utah that has been involved in residential treatment since 2000 and has owned and operated facilities for 8 years where there has been no incident of failure to maintain state regulation standards. Additional owner (Johanna Salter, BS) has assisted in running and managing the group homes and facilities for the past 8 years, is involved in several non-profits and has sat on an advisory board for Department of Human Service for licensing and regulation.

The request for large group home fits the definition of large group home as defined by the City of Salt Lake. It also meets housing for the disabled according to the Americans with Disabilities Act.

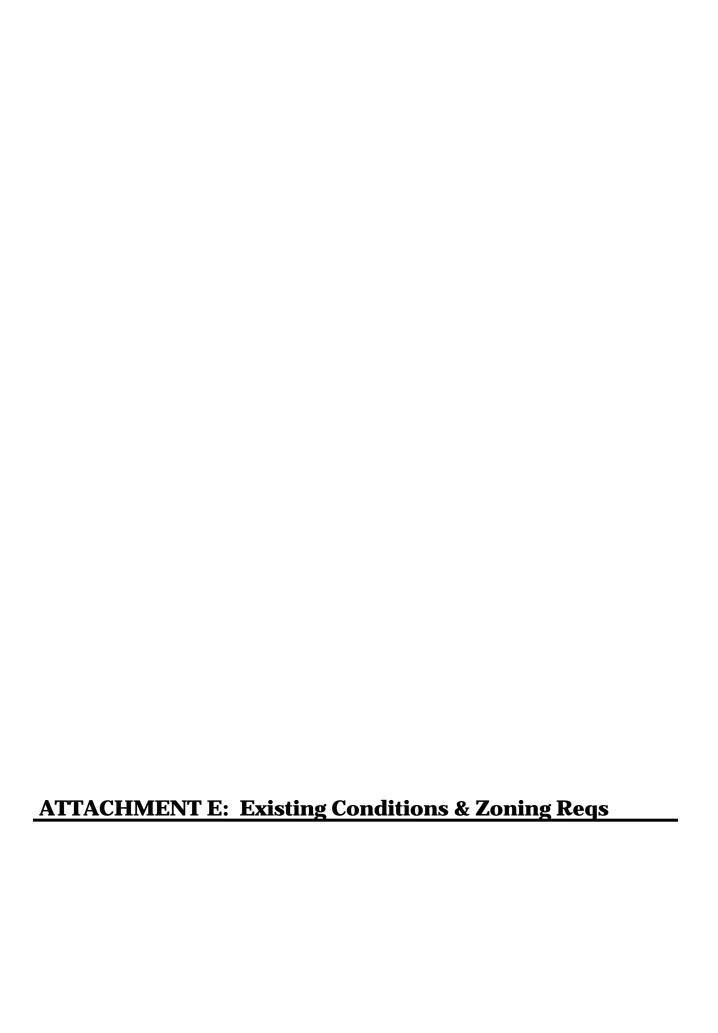
CONDITIONAL USE INFORMATION

Land Use Adjacent to Property:
North – residential homes
South – I-80
East – church parking lot
West – residential homes and 700 E

Number of Employees During Highest Shift:

6 employees

There are 6 parking spots already designated and available to meet the requirement of 2 parking spots per home plus 1 for every 2 employees, for a total of 5 required



Existing Conditions:

ADJACENT LAND USES

The land use and zoning surrounding the site is:

- · East: off site surface parking for LDS church across the street, RMF-35 zoning
- West: single family residence, RMF-35 zoning
- South: exit ramp from I-80 westbound to 700 East
- North: LDS church, R-1/5,000 zoning

MASTER PLAN CONSIDERATIONS

The Sugar House Master Plan Future Land Use Map designates this parcel as "medium density residential (8-20 dwelling units per acre)". The proposed residential use is consistent with the master plan and replaces a commercial use.

ATTACHMENT F: ANALYSIS OF STANDARDS

21A.54.080 Standards for Conditional Use

Approval Standards: A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:

1. The use complies with applicable provisions of this title;

Analysis: The property is located in the RMF-35 (Residential Multi-family) zoning district, which allows large group homes as a conditional use. The proposed group home is not within 800 feet of another group home, which meets the minimum spacing requirement.

Finding: The proposed use complies with the applicable provisions of the Salt Lake City Zoning Ordinance.

2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;

Analysis: The proposed residential large group home is anticipated in the RMF-35 zoning district and considered compatible with adjacent and surrounding residential uses. The site will remain as is, which has been used for a commercial bed and breakfast since 1998. In general, residential uses in residential areas are more compatible than commercial uses by nature of reduced customer and vehicle traffic, less noise and light disturbance.

Finding: The proposal is compatible with the surrounding uses.

3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and

Analysis: The proposed residential use is listed as a conditional use in the zoning ordinance and is deemed consistent with and supported by the Sugar House Master Plan, which calls for medium density residential uses in this area. The RMF-35 zoning district has the purpose of providing a suitable environment for multi-family dwellings and other residential uses typically found in multi-family residential neighborhoods.

Finding: The use is consistent with applicable adopted city planning policies, documents, and master plans.

4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions (refer to Detrimental Impacts Chart below for details).

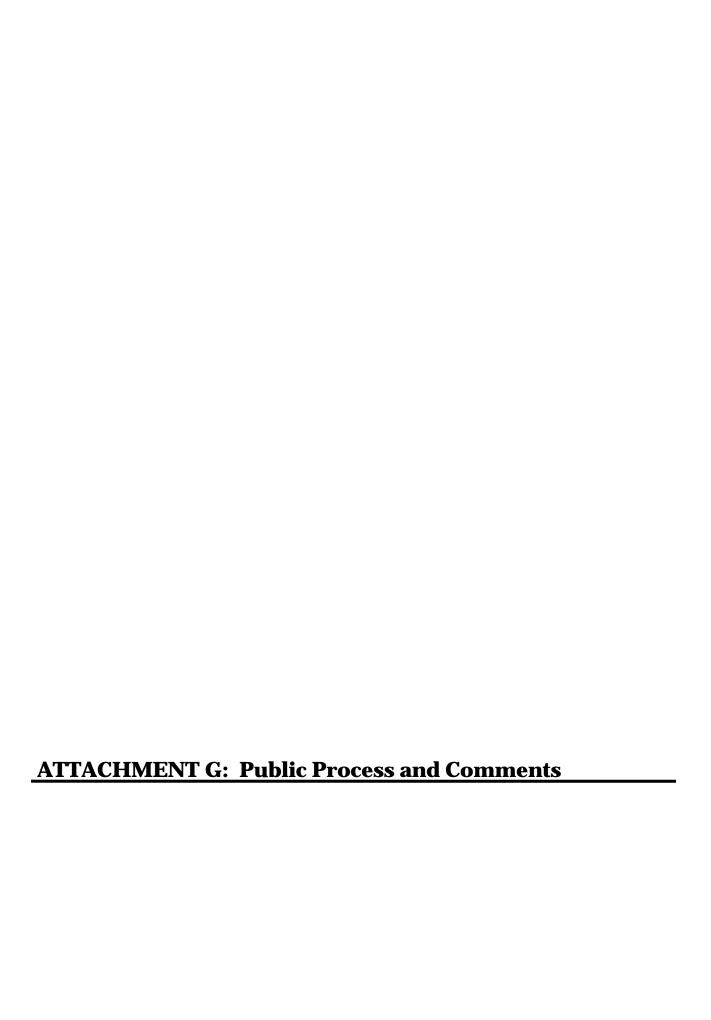
21a.54.080B Detrimental Effects Determination

In analyzing the anticipated detrimental effects of a proposed use, the planning commission shall determine compliance with each of the following:

Criteria	Finding	Rationale
1. This title specifically authorizes the use where it is	Complies	The large group home is a residential use and is allowed
located		as a conditional use in the RMF-35 zoning district.
2. The use is consistent with applicable policies set	Complies	The use is located in an area zoned and designed by the
forth in adopted citywide, community, and small		associated master plan for medium density residential
area master plans and future land use maps		uses (see analysis from standard 3 above).
3. The use is well-suited to the character of the site,	Complies	Surrounding the property are similar intensity residential
and adjacent uses as shown by an analysis of the		uses. The proposed use will not alter the existing building
intensity, size, and scale of the use compared to		or site on the exterior nor will increase parking
existing uses in the surrounding area		requirements, further confirming its size, intensity and
		scale. This residential use is well-suited to the character
		of the site.
4. The mass, scale, style, design, and architectural	Complies	The proposed use will utilize the existing building,
detailing of the surrounding structures as they		making no changes to the site or exterior of the building.

relate to the proposed have been considered		Thus, the proposal is not in conflict with the mass, scale,
		style, design or architectural detailing of surrounding
		structures.
5. Access points and driveways are designed to	Complies	The proposal will have a net drop in vehicle parking
minimize grading of natural topography, direct		requirements. The existing driveway and access points
vehicular traffic onto major streets, and not impede		will remain; thereby eliminating any grading and do not
traffic flows		currently impeded traffic flows.
6. The internal circulation system is designed to	Complies	The proposal will have no traffic impacts on adjacent
mitigate adverse impacts on adjacent property from		properties.
motorized, non-motorized, and pedestrian traffic		
7. The site is designed to enable access and	Complies	The existing site is designed for pedestrian and bicycle
circulation for pedestrian and bicycles		access. No changes will be made to this aspect of the
		site.
8. Access to the site does not unreasonably impact	Complies	Access to the site is existing and does/will not impact the
the service level of any abutting or adjacent street		service level of an adjacent street.
9. The location and design of off-street parking	Complies	The proposal will not require additional off-street
complies with applicable standards of this code		parking, and the existing parking was approved as part of
		the existing use.
10. Utility capacity is sufficient to support the use at	Complies	Utility service has been deemed sufficient, per review by
normal service levels		the city's public utilities department.
11. The use is appropriately screened, buffered, or	Complies	The existing landscaping on the site and the size of the
separated from adjoining dissimilar uses to mitigate		parcel serve as adequate buffers to adjacent uses.
potential use conflicts		
12. The use meets City sustainability plans, does not	Complies	Use does not significantly impact sustainability plans nor
significantly impact the quality of surrounding air		does it encroach onto a stream or water way.
and water, encroach into a river or stream, or		
introduce any hazard or environmental damage to		
any adjacent property, including cigarette smoke		
13. The hours of operation and delivery of the use	Complies	The proposal is a residential use with no set operating
are compatible with surrounding uses		hours. Residents will be monitored by an onsite
		employee 24 hours a day to ensure safety.
14. Signs and lighting are compatible with, and do	Complies	The proposal will not utilize any business signage.
not negatively impact surrounding uses		
15. The proposed use does not undermine	Complies	The proposal involves utilizing a landmark site; however
preservation of historic resources and structures		the application materials clearly indicate no site or
		exterior building modifications are proposed. Thus, the
		historic aspect of the site will not be altered.

Finding: In analyzing the anticipated detrimental effects of the proposed use, Staff finds that the request complies with the criteria listed above in that there are no detrimental impacts anticipated with this proposed group home.



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:

PUBLIC PROCESS AND INPUT

Timeline

- · The application was submitted on October 2, 2015.
- · Notice of the application, and request for input, was provided to the Sugar House Community Council on October 20, 2015. A comment period of 45 days was provided, ending on December 4, 2015. Written comments were provided to planning staff on...
- · Public notice mailings were sent out on December 30, 2015 for the planning commission public hearing.

The following is a list of the public comments received for this project:

• Three emails in opposition to the project were received from: Mark Hullinger, Topher Horman, and Aimee Horman. The emails are included in the following pages.

On 12/3/15, 7:27 PM, "Topher" <topherhorman1@gmail.com> wrote:

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>Dear Nora,
>I desperately wish I felt differently on this issue, but I don't.
>I often work with people with mental health issues, primarily recently
>Wounded Warriors with sharp PTSD, and am a strong believer that we, as a
>society, need to provide better, ample, available mental health
>facilities and options for those struggling in our country.
>I have asked this developer twice why he feels Ashton Avenue and 700 East
>is a location conducive to the health and healing for his clients needing
>healthy surroundings to further their recovery, and both times he has
>said my question is discriminatory and asked why would I discriminate
>against the mentally ill, directly comparing it to discrimination against
>the lgbt community or those of another color or religion. Both times my
>question has directly referenced the vast availability of drugs on an at
>risk street, and he has essentially pivoted to an answer accusing me of
>bigotry. Those who know me have laughed at his stock answer.
>My concern is not having a mental health facility for primarily 18-30
>year olds near me. My concern is placing this facility at the corner of
>Ashton and 700 East.
>The correlation between mental illness issues worsening with the
>availability of drugs is well documented. PLEASE ask Detective Lowe in
>District 7, or ANY of the previous recent District 7 Detectives r.e.: The
>multiple known meth distribution houses, and flop houses, all within a
>quick walk, that help attract the panhandlers that are 50 feet from this
>proposed group home.
>Please ask Detective Lowe about the well known "Church of the Open Door"
>just three doors away, which is known as the best place in Sugar House to
>"score benzoates(?)", pills, and other drugs.
>We worked closely with District 7 Detectives to bust a large
>spice-selling operation last summer in Fairmont Park, on the other end of
>Ashton. The Fairmont Skate Park, also two blocks away, is always a
>location with multiple pot usage and arrests. It's a skate park, there's
>loads of pot available.
>We also worked alerted Police to a club drug home on Simpson Avenue,
>where they were selling molly and ecstasy.
>I guess I'm mostly disappointed that this developer would want to open a
>mental health facility on an at risk street near such a variety of
>well-documented drug problems. It does not give me any confidence that
>his eight years of facility experience matches his boastful reassurances
>that this facility will not become a home that is problematic for the
>neighborhood or especially his patients.
>Sincerely,
>Topher Horman
>801-865-8518
>topherhorman1@gmail.com
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From: Shepard, Nora
To: Stewart, Casey

Subject: FW: Proposed Ashton Avenue group home Date: Thursday, December 03, 2015 8:03:23 PM

Nora L. Shepard, AICP Planning Director

PLANNING DIVISION
COMMUNITY and ECONOMIC DEVELOPMENT
SALT LAKE CITY CORPORATION

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On 12/3/15, 7:30 PM, "Aimeehorman" <aimeehorman@yahoo.com> wrote:

>Ms Shepard,
>
>Concerning the group home on Ashton Avenue, I, as a parent and close
>neighbor, am gravely concerned.
>
>I strongly disagree with the one person last night who stated that they
>support a group home in this location "because our community needs more
>mental health services."
>
>This proposed home falls far short of helping a community need. This home
>is a closed facility for relatively wealthy families to send their youth.
>It is NOT open to the public, specifically open not to the dozens, if not
>hundreds, of people in the surrounding neighborhoods who need help or
>guidance with their mental health. It is NOT for the many nearby people
>in need, only a select, affluent few. I would feel differently of this
>were truly a public mental health facility.
>
>Regards,
>Aimee Horman

 From:
 Stewart, Casey

 To:
 "Johanna Salter"

 Subject:
 RE: 720 E Ashton Ave

Date: Tuesday, December 01, 2015 10:45:00 AM

Johanna,

Thanks for the email and the clarifications. I too have only found the Gateway Academy, which is more than 800 feet away. I will not be attending the 6:00 meeting, I have another meeting that starts at 5:00 and will likely go past 6:00. I intend to be at the general meeting scheduled to hear the larger community discussion at 7:30.

Given the time it is taking to get comments from the community council, this case will not be decided by the Planning Commission in December. The December meeting agenda has already been set and public notice has been provided as required by city ordinance. The next meeting is scheduled for Jan 13, 2016 and I have requested that your item be on that agenda.

CASEY STEWART Senior Planner

PLANNING DIVISION
COMMUNITY and ECONOMIC DEVELOPMENT
SALT LAKE CITY CORPORATION

TEL 801-535-6260 FAX 801-535-6174

WWW.SLCGOV.COM

From: Johanna Salter [mailto:jsalter@ascendrecovery.com]

Sent: Tuesday, December 01, 2015 10:34 AM

To: Stewart, Casey

Subject: Fwd: 720 E Ashton Ave

Casey,

This forwarded email below is from a neighbor sent to the listing agent for the Ashton Avenue property. The neighbor also verbally told the listing agent that there will be registered sex offenders housed there. Which I wanted to make clear, is not true. We do not admit people who have been committed of a sexual or violent crime.

In regards to his points:

- 1. We do not want to make any changes to the exterior. It is important to us to maintain all the historic requirements.
- 2. I'm sure there will be many more voicing opinions at tomorrow's meeting. We actually get quite a bit of background on each resident before admission and then have extensive psychological testing done once admitted. We have a duty to keep all of the admitted residents safe and maintain a therapeutic environment. We take this very seriously. We will know more about each of the people that live there than anyone would ever know about a neighbor.
- 3. The Gateway Academy is the only licensed facility listed below and it is well over 800 feet away. I have double checked all the other listed addresses with the State

department that licenses residential facilities and they are not licensed. Our facility will not add any more burden on the police than any other random home does in an area. Our other mental health facility has never had to involve the police in anything to date, except for when a woman who was delirious walked in the house. We called the police out of concern for the woman's safety, since she was so disoriented.

Also, the Sugar House Community Council has asked us to be to the Wednesday meeting at 6:00 pm. Will you still be attending?

Thank you.

Best Regards, Johanna Salter

----- Forwarded message -----

From: Mark Hullinger < markhullinger@yahoo.com >

Date: Fri, Nov 20, 2015 at 4:45 PM

Subject: 720 E Ashton Ave

Andy,

I wanted to share this with you. I hope you'll agree that the Cannon House is a unique home and an iconic landmark in the Forest Dale Neighborhood.

1. What we're worried about is the preservation of this historic home and that it doesn't degrade with use. Once history is gone, it's gone forever. As you're aware, this house is on the National Historic Registry in a designated historic neighborhood with a boat load of rules to preserve it. Here's the application to the US National Parks Service and some more in depth information. As a realtor and a lover of homes (especially one like this), I hope you'll find this a great read.

http://www.slcdocs.com/Planning/HLC/2009/February/00013.pdf

2. Ryan & Johanna Salter were at the Sugar House community meeting at the Sprague Library last week to propose this group home. Some citizens and neighbors were able to voice concerns and ask questions however you should know that it didn't go very smoothly. The adjacent property owners will be impacted because the tenants seeking treatment have an unknown history. As I'm am an advocate for mental health treatment and think it's great, this is not a mental health issue. As always, we want to be good neighbors and welcoming to all, however a lot of fact

gathering and transparency is the proper way to go about this with a community effort. The meeting was left with more questions than answers and Ryan & Johanna were reluctant to share information about their intents. I think you should be aware of the next meeting on December 2nd at the Sprague Library and attend if you're available.

http://sugarhousecouncil.org/2015/10/21/720-e-ashton-ave-proposed-group-home/

3. There's already an unofficial group home 4 houses down at 770 E Ashton Avenue called "The Church of the Open Door". Another group home on 2700 S 705 E http://www.johntaylorhouse.org/ and another one at 2487 S 700 E http://www.gatewayacademy.net/. Having this many group homes so close in proximity to a historically recognized neighborhood doesn't preserve the National Historic designation. Plus it adds a strain on the law enforcement who unfortunately visit these homes often.

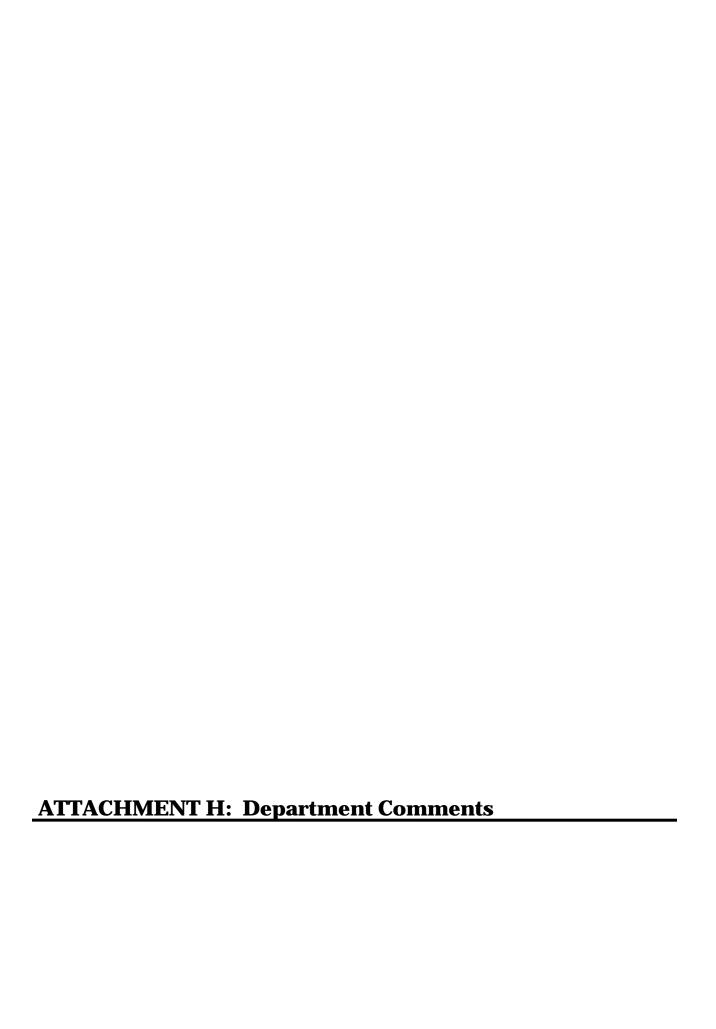
It may be comfortable to keep a middle-ground status, however I think you're a stakeholder in this matter so I wanted to pass this along.

I feel it's important that you have this information as you show this home to potential buyers.

Feel free to contact me.

Many Thanks,

Mark Hullinger



CITY DEPARTMENT COMMENTS

Public Utilities (Natalie Moore): There is an existing 3/4" water meter servicing this property. This meter and the existing sewer lateral may remain in use as long as they are in adequate condition. If there will be any exterior changes please show them on a site plan. Please submit interior plans to Public Utilities if there will be any interior or plumbing changes. If fire sprinklers will be required, the existing 4" public water main in Ashton Ave must be upsized to meet fire flow requirements.

Engineering (Scott Weiler): No objections

Transportation (Mike Barry): Parking calculations showing the minimum parking requirements for both the existing and proposed uses must be submitted to identify the parking needs for the site and any intensification. Parking shall be provided in the amount required for the proposed use; however, any increase in required parking shall be limited to the amount by which the new use exceeds that of the existing use.

Zoning: (Greg Mikolash) RMF-35 Zone / Historic Structure - Change of use from bed and breakfast to a large residential group home (George M. Cannon House). Cannot be a Residential substance abuse treatment homes - not permitted in this zone. Existing and proposed parking calculations must be submitted to identify the parking needs for the site and any intensification. Additional parking will be required if the requirement for the new use exceeds that of the existing use. Refer to 21A.44.030 for minimum parking requirements. If the parking for the new use exceeds that of existing use by 50% or more; the site will need to be reviewed for compliance to 21A.48 Landscaping. Permits required for change of use and any work being conducted within or outside the structure.

Fire (Ed Itchon): If the number of people receiving full time care is 16 or more will require automatic fire sprinkler system. The structure will require fire alarm system.