

Staff Report

PLANNING DIVISION DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Eric Daems, AICP, Principal Planner, <u>eric.daems@slcgov.com</u> or 801-535-7236

Date: July 31, 2019

Re: Accessory Dwelling Unit – Conditional Use (PLNPCM2019-00312)

Conditional Use

PROPERTY ADDRESS: 1978 S Windsor Street

PARCEL ID: 16-17-359-020-0000 MASTER PLAN: Sugar House

ZONING DISTRICT: R-1/7,000 (Single Family Residential)

REQUEST: Dwight Yee, representative for Joseph Wolf, owner of the property, is requesting

Conditional Use approval to construct a detached Accessory Dwelling Unit (ADU) to the rear of the single-family home at 1978 Windsor Street. The property is located in the R-1/7,000 single-family residential zoning district which requires conditional

use approval from the Planning Commission for the construction of an ADU.

RECOMMENDATION: Planning Staff finds the project generally meets the applicable standards of approval for an ADU and therefore recommends the Planning Commission approve the Conditional Use.

ATTACHMENTS:

- A. Vicinity Map
- B. Plan Set
- C. Property and Vicinity Photos
- D. ADU Zoning Standards
- E. Conditional Use Standards
- F. Public Process & Comments
- G. <u>Department Review Comments</u>

PROJECT DESCRIPTION:

This proposal is for the construction of a detached ADU which will be located to the rear of the single-family home at 1978 S Windsor Street. The detached structure will include a two-car garage for the main home, with the one-bedroom ADU located above. The property is 7,841 square feet and the main home is 1,675 square feet. The proposed ADU will be 637 square feet.

The structure is proposed as a simple modern design with a flat roof. The second story is cantilevered to create additional setbacks from the adjoining properties and to allow for the integration of an exterior stairwell. The ADU will be 10' from both the side and rear property lines. One parking stall for the ADU is proposed adjacent to the structure even though the property is located within a ½ mile of a fixed transit stop and would not require additional parking. The parking would be accessed from the main driveway for the property off Windsor Street. The building is proposed with a height of 20', where the main home is 20' 8". The primary exterior material will be fiber-cement siding with casement

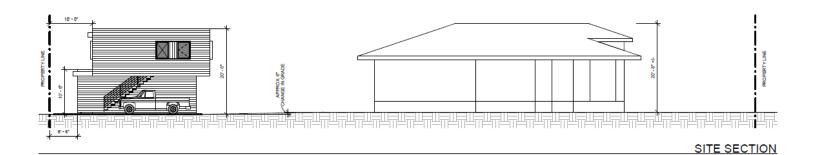
windows. The entrance to the ADU is provided by a stairwell that is partially exposed at the ground level and faces the rear of the property.

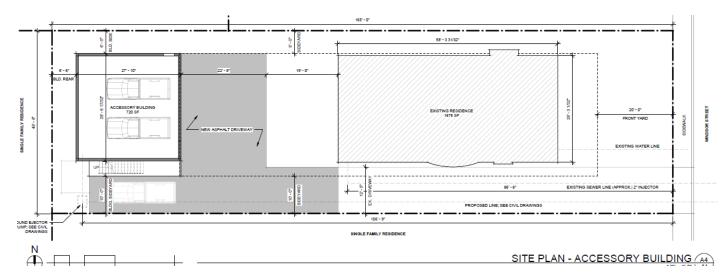
The property is located on a spur of Windsor Street which terminates with a secondary entrance to a nearby apartment complex to the north. The adjacent area includes single-family homes, apartments, a healthcare facility to the east, and commercial properties.





Conceptual renderings submitted with application. Front elevation facing rear of home (left), view of west elevation (right) site section (below)





Proposed site plan

PLANNING COMMISISON REVIEW:

The property is in the R-1/7,000 zoning district, which is a single-family zoning district. A Conditional Use process is required for any ADU's located in a single-family zone. For complete analysis and findings in relation to the Conditional Use standards please refer to Attachment E.

NEXT STEPS:

Approval of Conditional Use

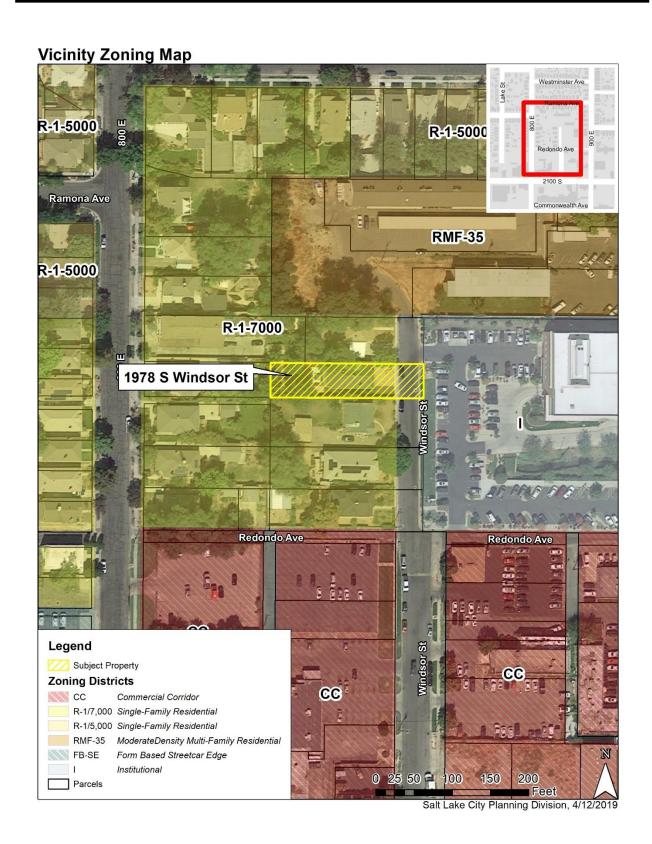
If the request is approved, the applicant will need to need to comply with the conditions of approval, including any of the conditions required by other City departments and any added by the Planning Commission. The applicant will be able to submit plans for building permits and certificates of occupancy for the buildings will only be issued once all the conditions of approval are met including the registration process requirements outlined in 21A.40.200.F of the zoning ordinance.

Denial of Conditional Use

State and City code require that a Conditional Use be approved if reasonable conditions can be imposed on the use to mitigate any reasonably anticipated detrimental effects of the use. A conditional use can only be denied if the Planning Commission finds that reasonably anticipated detrimental effects cannot be mitigated with the imposition of reasonable conditions.

If the Planning requests are denied, the applicant would not be able to construct an ADU. An accessory structure could still be constructed on the property subject to meeting zoning requirements, however, it could not be used as an accessory dwelling. Accessory structures in the R-1/7,000 zoning district must be located a minimum of 1 FT from the side and rear property lines, meet the lot coverage requirements, and the permitted maximum height for a pitched roof accessory building is 17 FT to the midpoint or 12 FT for a flat roof.

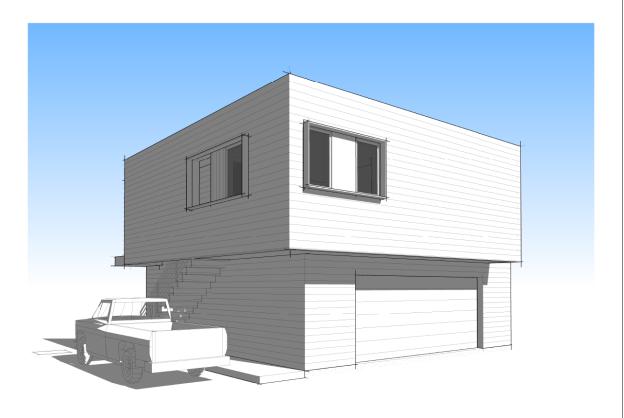
ATTACHMENT A – VICINITY MAP



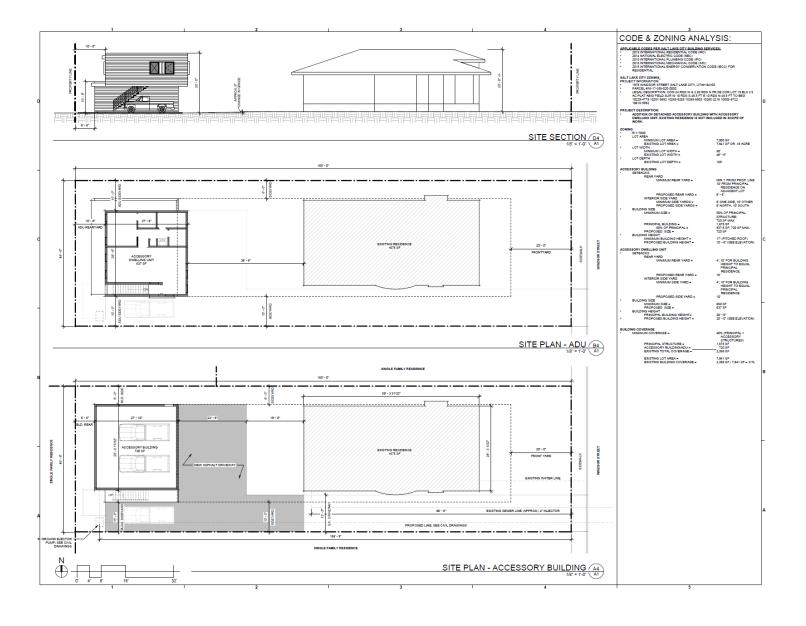
<u>ATTACHMENT B – PLAN SET</u>

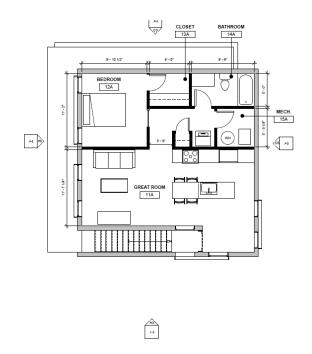
WINDSOR STREET ADU 1978 Windsor Street Salt Lake City UT 84105

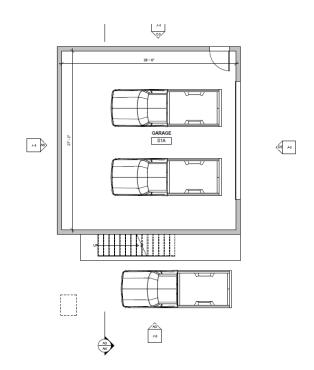
OWNERS: Joseph Wolf
CONDITIONAL USE | 03.30.2019

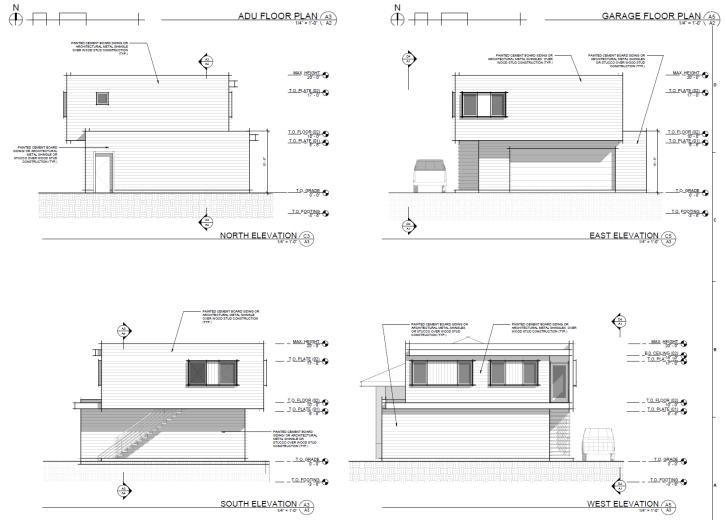


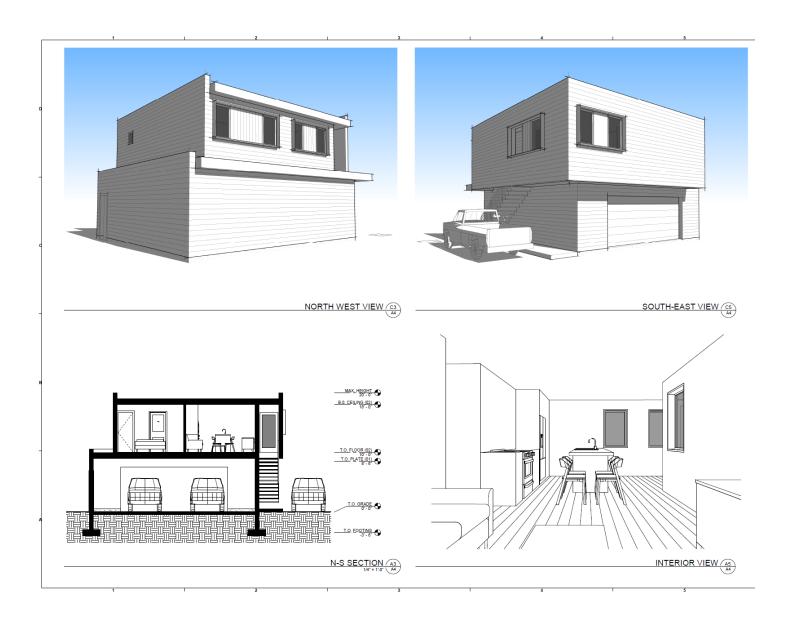
	DRAWING LIST
Sheet Number	Sheet Name
A0	COVER SHEET
A1	ARCHITECTURAL SITE PLAN
A2	FLOOR PLANS
A3	ELEVATIONS - OPTION A
A4	SECTION & VIEWS - OPTION A
C102	CIVIL SITE PLAN
C501	CIVIL DETAILS











ATTACHMENT C – PROPERTY AND VICINITY PHOTOS



Primary house on the subject property – View looking west





Surrounding development on the west side of Windsor Street





ATTACHMENT D – ZONING STANDARDS FOR ADU'S 21A.40.200 – Accessory Dwelling Units

ADU STANDARDS	PROPOSED	COMPLIES Y/N
ADU footprint can be 50% of the footprint of the primary house up to a maximum of 650 SF .	Primary house is approximately 1,675 SF The footprint of the proposed ADU is approximately 637 SF	Complies
MAXIMUM COVERAGE The surface coverage of all principal and accessory buildings shall not exceed 40% of the lot. HEIGHT 17' or the height of the single-	Lot size is 7,841 SF. 40% of the lot is 3,136 SF. Primary House - 1,675 SF Proposed ADU/Garage - 720 SF Total coverage - 2,312 SF. The surface coverage all principal and accessory buildings (including the proposed ADU) is 31% of the lot. Height of house: 20′ 8″ Height of proposed ADU: 20′	Complies
family dwelling on the property, whichever is less. *If the principal dwelling is over 17 feet in height, the ADU may be equal in height up to a maximum of 24' if 10 foot side and rear yard setbacks are provided. The setback for additional height may be reduced to 4' if the side or rear lot line is adjacent to an alley.	*The single-family dwelling on the property is taller than 17', so the applicant can request an ADU with a height equal to the height of the house on the property.	
SETBACKS Minimum of 4' from any side or rear lot line.	The ADU is proposed to be cantilevered so that it is located 10' from the side and rear setbacks. The garage which it will sit upon is located within 6' of the side (north) and rear (west) property lines.	Complies
SEPARATION Located 10' from any primary dwelling on the property or adjacent property	Located approximately 47' from the primary house on the property and the closest house on an adjacent property is approximately 38' .	Complies

ENTERANCE I OCATIONIC	T. ABU: 1 . 1 . 1 . 10/6	
ENTRANCE LOCATIONS	The ADU is located at least 10' from	Complies
The entrance to an ADU in an	all property lines and the entrance	
accessory building shall be located:	will face the rear of the property to	
Facing an alley, public	allow for an open stairwell to the	
street, or facing the rear	ADU and to provide additional wall	
façade of the single-family	space for a window to face the rear	
dwelling on the same	of the single-family home.	
property, unless located at		
least 10' from property		
lines		
REQUIREMENTS FOR WINDOWS	The ADU is located at least 10' from	Complies
 Windows shall be no 	all property lines and will utilize	
larger than necessary to	casement windows that are 30"	
comply with the minimum	wide by 48" high to meet egress	
Building Code	requirements for habitable space.	
requirements for egress		
where required. Skylights,	Windows are similar in shape and	
clerestory windows, or	size to those on the principal	
obscured glazing shall be	structure.	
used when facing a side or		
rear property line to		
comply with minimum		
Building Code		
requirements for air and		
light on building		
elevations that are within		
ten feet (10') of a side or		
rear property line unless		
the side or rear property		
line is adjacent to an alley.		
Furnities we will die		
Except as required in Section 52 or (1) of this		
subsection E3g(1) of this		
section, windows shall		
maintain a similar		
dimension and design as		
the windows found on the		
principal structure.		
PARKING	One parking space provided on	Complies
Minimum of one parking space	site.	
on site.		
	*On-site parking could be waived	
*This requirement may be waived	because they have one legal street	
if there is legal on street parking	parking space and they are also	
along the street frontage of the	located within ¼ mile of transit.	
property OR if it's within 1/4 mile of		
a transit stop.		

ATTACHMENT E – CONDITIONAL USE 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 proposed ADU use is located in the R-1/7,000 zoning district which allows for an ADU to be approved through the conditional use process subject to meeting the specific regulations for an ADU in section 21A.40.200 of the zoning ordinance. As analyzed in <u>Attachment D</u>, the ADU complies with the requirements of 21A.40.200.

Finding: The proposed use will comply 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 ADU is anticipated in the R-1/7,000 zoning district and is considered a use that is potentially compatible with adjacent and surrounding residential uses by being listed as a conditional use in the land use table. The ADU meets all the requirements in terms of setbacks and separation requirements between adjacent houses and the primary house on the property.

Finding: The proposed development and use is generally compatible with the surrounding uses.

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

Analysis: The proposal is located within the Sugar House Community Master Planning Area. The area is largely comprised of single-family dwellings with architectural styles ranging from cottages to bungalows. The master plan designates the future land use of this area to remain as low density residential. The existing zoning on the property is R-1/7,000, single family residential.

The purpose of the R-1/7,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods with lots not less than seven thousand (7,000) square feet in size. This district is appropriate in areas of the City as identified in the applicable community Master Plan. 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.

The purpose of accessory dwelling units are to:

- 1) Create new housing units while respecting the appearance and scale of single-family residential development;
- 2) Provide more housing choices in residential districts;
- 3) Allow more efficient use of existing housing stock, public infrastructure, and the embodied energy contained within existing structures;

- 4) Provide housing options for family caregivers, adult children, aging parents, and families seeking smaller households;
- 5) Offer a means for residents, particularly seniors, single parents, and families with grown children, to remain in their homes and neighborhoods, and obtain extra income, security, companionship, and services;
- 6) Broaden the range of affordable housing throughout the City;
- 7) Support sustainability objectives by increasing housing close to jobs, schools, and services, thereby reducing greenhouse gas emissions and fossil fuel consumption;
- 8) Support transit oriented development and reduce auto usage by increasing density near transit; and
- 9) Support the economic viability of historic properties and the City's historic preservation goals by allowing accessory dwellings in historic structures.

The proposed ADU is consistent with the following Residential Land Use Goals included in the Sugar House Community Master Plan:

- Encourage new medium-density housing opportunities in appropriate locations in Sugar House.
- Provide a diversity of housing types, sizes, and prices within the community.

The proposal is also consistent with the goals and policies outlined in *Growing SLC: A Five-Year Housing Plan* which aims to increase housing options, promote diverse housing stock, and allow for additional units while minimizing neighborhood impacts.

Finding: The uses are 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 located	Complies	The proposed ADU is an accessory residential use and is allowed as a conditional use within the R-1/7,000 zoning district. The proposed ADU complies with all specific regulations for an ADU including size, height, setbacks, distance to other houses, etc. as outlined in Attachment D.
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps	Complies	The uses are located in an area zoned and designated by the associated master plan for low density residential. This land use designation allows moderate sized lots (i.e., 3,000-10,000 square feet) where single-family detached homes are the dominant land use. Low-density includes single-family attached and detached

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		dwellings as permissible on a single
		residential lot subject to zoning.
		As discussed under Conditional Use standard
		3 above, the proposed ADU is consistent
		with the purpose of the ADU ordinance,
		several residential land use policies in the
		Sugar House Master Plan and supports goals
		outlined in Growing SLC: a Five Year Housing
		Plan by providing more housing options, and
		creating a new housing unit that respects the
		scale of the neighborhood.
3. The use is well-suited to the	Complies	Uses surrounding the property are generally
character of the site, and adjacent uses		single-family residential with some multi-
as shown by an analysis of the		family housing two properties to the north.
intensity, size, and scale of the use		The lots in this area are generally narrow and
compared to existing uses in the		deep which provides some separation from
surrounding area		the proposed ADU from the house on the
_		property as well as adjacent primary
		residences. The proposal complies with the
		size requirements for an ADU which can be
		up to 50% of the footprint of the primary
		house up to 650 SF and is compatible with
		the scale of surrounding accessory buildings
		and adjacent uses.
4. The mass, scale, style, design, and	Complies	The ADU will be located to the rear of the
architectural detailing of the	•	property and will not be visible from the
surrounding structures as they relate to		public realm. The ADU will be slightly shorter
the proposed have been considered		than the single-family home in front. The
		scale is similar to that of nearby accessory
		structures. The main home has a pitched
		roof, where the ADU will feature a flat roof.
		The surrounding area includes other
		accessory structures, commercial buildings,
		and an apartment building that all have flat
		roofs. The ADU will include 10' separations
		from adjoining properties which have
		existing mature trees and landscaping. The
		separation and vegetation will serve to
		screen the building from adjoining
		residential properties.
5. Access points and driveways are	Complies	The main house on the subject property has
designed to minimize grading of	•	a driveway located off Windsor Street. The
natural topography, direct vehicular		driveway will serve both the existing home
traffic onto major streets, and not		and the proposed ADU and will not impede
impede traffic flows		traffic flows.
6. The internal circulation system is	Complies	The proposed ADU will use the same
designed to mitigate adverse impacts	•	driveway as the main home, which will have
, , ,		2 parking stalls provided below the ADU. The
		2 parking stalls provided below the ADU. The

on adjacent property from motorized,		circulation system will not create any adverse
non-motorized, and pedestrian traffic		impacts for adjacent properties. The ADU is
non-motorizeu, anu peuestrian traffic		also located within 1/4 mile of a transit stop
		·
		and has street parking on the street adjacent
		to the property so off-street parking for the
		ADU could be waived.
7. The site is designed to enable access	Complies	The site is designed for pedestrian and
and circulation for pedestrian and		bicycle access in that pedestrians and
bicycles		bicycles will be able to access the ADU by the
		driveway.
8. Access to the site does not	Complies	Vehicular access to the site is existing and an
unreasonably impact the service level		additional parking space has been provided
of any abutting or adjacent street		on the subject property to accommodate the
		ADU. The parking space for the ADU will be
		accessed from the same driveway as the
		parking for the main home. No unreasonable
		impact to the service level of the street is
		anticipated.
9. The location and design of off-street	Complies	As discussed in other areas of this analysis,
parking complies with applicable	•	one parking space is provided on the south
standards of this code		portion of the parcel adjacent to the
		proposed ADU and can be accessed from
		the driveway. Additionally, parking for the
		ADU could be waived because of the sites
		close proximity to transit and the on-street
		parking that is available in front of the
		property.
10. Utility capacity is sufficient to	Complies	The Public Utilities department provided
support the use at normal service levels	Compiles	comments on the project. A utility plan will
support the use at normal service levels		need to be submitted for review and
		compliance will be ensured during the
11 The was in surroundately servered	Camplian	building permitting process.
11. The use is appropriately screened,	Complies	The surrounding properties are all residential
buffered, or separated from adjoining		uses and the proposed use is also residential.
dissimilar uses to mitigate potential		The proposed ADU may result in increased
use conflicts		activity in the rear yard of the subject
		property but is located at least 10' from all
		property lines. The closest primary residence
		to the subject ADU is approximately 47'.
12. The use meets City sustainability	Complies	The use does not significantly impact
plans, does not significantly impact the		sustainability plans. The project supports
quality of surrounding air and water,		sustainability objectives by increasing
encroach into a river or stream, or		housing close to jobs, schools, and services,
introduce any hazard or environmental		thereby reducing greenhouse gas emissions
damage to any adjacent property,		and fossil fuel consumption.
including cigarette smoke		
13. The hours of operation and delivery	Complies	The proposed use is an accessory residential
of the use are compatible with		structure and is compatible with the
surrounding uses		surrounding uses are also residential.
<u> </u>		, , , , , , , , , , , , , , , , , , , ,

14. Signs and lighting are compatible with, and do not negatively impact surrounding uses	Complies	Signs are not associated with this proposal. Any lighting on the accessory structure is not expected to have a negative impact on the surrounding uses or otherwise cause a nuisance.
15. The proposed use does not undermine preservation of historic resources and structures	Complies	The property is not located within a Local or National Historic District and the proposal does not involve removal or any historic resources or structures.

Finding: In analyzing the anticipated detrimental effects of the proposed use, Staff finds that the request complies with the criteria listed above.

ATTACHMENT G – PUBLIC PROCESS & COMMENTS

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 since the applications were submitted:

- April 12, 2019 Notice of the project was provided to the Sugar House Community Council as well as property owners and residents within 300 feet of the proposal.
- May 20, 2019 The applicant and Planning Staff attended the Sugar House Community Council meeting. During the meeting, attendees asked general questions about the ADU height, distance from adjacent property lines, privacy, parking, as well as owner occupancy requirements. A letter of support and summary of the meeting was submitted by the Sugar House Community Council and is included as an attachment to this report.

Notice of the public hearing for the proposal included:

Public hearing notice mailed on July 18, 2019

Public hearing notice posted on July 18, 2019

Public notice posted on City and State websites and Planning Division list serve on July 18, 2019

Public Input:

In addition to the following letter provided by the Sugarhouse Community Council, as of the publication of this Staff Report, Staff has received one phone call in support of the project.

May 29, 2019

TO: Salt Lake City Planning Commission

FROM: Judi Short, Vice Chair and Land Use Chair

Sugar House Community Council

RE: 1978 Windsor Street Accessory Dwelling Unit

PLNPCM2019-00312



This proposal for a detached Accessory Dwelling Unit was on the May 20 meeting of the Sugar House Community Council Land Use and Zoning Committee. We put flyers on the porches of the neighbors on the block, as well as the block to the west. Several neighbors came, but there was not a lot of discussion Another neighbor sent an email asking if there was any way to keep them from installing a window that looks directly into her back yard. The few comments received are on the back of this letter.

Dwight Yee was the architect for this project, and he used slides and explained the layout of the ADU, access to the unit, how the parking will work, and the materials to be used. They will be similar to the materials of the house, although he suspected that the colors would be different. One person objected to the modern design, and asked why they couldn't use a pitched roof, to make it more in keeping with the rest of the neighborhood. The answer was that it wouldn't be high enough to be habitable. The regulations state that the height of the ADU cannot exceed the height of the existing home, whichever is less. Further if the home is over 17 feet, the ADU may be 17 feet or up to 24 feet for a pitched roof, or 20 for a flat roof. Perhaps the Commission should monitor these proposals, and if this seems to be a continuing problem, that height might need to be increased to allow for some traditional styles to be built.

There were questions from the audience, and Mr. Yee answered them to their satisfaction. One asked about whether the windows of the ADU were looking into the back yards of the neighboring parcels, which is always a concern. People who have lived someplace for a long time have an expectation of privacy. I advised one neighbor to plant some trees now, so they would be taller by the time this is built.

We were told that the owner of the property will live in the main house. We find that this proposal generally meets all the requirements of the new ordinance, and ask that you approve this request. We know that your approval is the first step, and that the applicant will have to meet all other city requirements such as utilities, etc, before construction can begin. This is a good way for the city to add one more housing unit, while at the same time, the property owner also gains a two-car garage. Whether this unit will be considered "affordable" remains to be seen.

See enclosed comments

COMMENTS FROM THE PUBLIC ABOUT 1978 WINDSOR ADU

From: Chuck Krivanek < CHARLESFKRIVANEK@GMAIL.COM>

Subject: Downington Rezone Website Feedback

Message Body:

I would have loved to hear from the petitioner themselves. Unfortunately, the notice I was sent said the meeting was at 6:30 pm and I sat through an hour of unrelated items before I was told I missed the petitioner because the meeting started at 6pm. I have attempted to reach out to the petitioner directly and have not been able to reach out to him. This causes me concern about this project.

Chuck, I am truly sorry. When I have more than one item I try to put a time on there so people don't have to wait through'an item they are not interested in. Tonight the first item got tied up in traffic and was 15 minutes late so we started with the second item because there were already about 10 people there. Next time I will just say 6:00 and people will have to wait, if their item is last. It is hard to know if we will have 8 people or 20 at these meetings.

The architect is Dwight Yee, he presented the project tonight. His email is dwight@processplic.com phone 607.379.3209 He seemed pretty responsive tonight. If you have comments after talking with him, you can send me an email and I will include your comments in the letter I send to the Planning Commission.

Judi



Chuck Krivanek

May 20, 2019, 8:55 PM (9 days ago)

to me

I'm not sure the owner really lives here. I find it odd that he wasn't there considering he has to live there. I will share this with the city council. It seems a low bar to get an ADU through the council.

From Melissa: Neighbor to the south - Is there anything we can do to get them to not have a window into our backyard?

If any comments are received after publication of the Staff Report, they will be forwarded to the Commission and included in the public record.

ADU 1st REVIEW COMMENTS

PLANNING DIVISION COMMENTS

Comments by: Eric Daems Email: eric.daems@slcgov.com

Phone: 801-535-7236
Status: Complete

1. No Corrections

PUBLIC UTILITY COMMENTS

Comments by: Jason Draper Email: jason.draper@slcgov.com

Phone: 801-483-6751 Status: Make Corrections

- Approval of Conditional use does not provide utilities permits or building permits.
- Submit complete building plans including a site development plan. Include existing and proposed utilities.
- Sewer lateral as show is not acceptable. Pressure lines are not allowed in the public way. Policy for ejector pumps is that at least one level must gravity drain to the sanitary sewer.
- Ejector pump should pump to a manhole or cleanout on property and then gravity drain to the public system.
- Sewer laterals must be 10' from water services, meters or laterals and 5' from all other utilities.

BUILDING REVIEW COMMENTS

Comments by: NA

Email: NA Phone: NA Status: Pending

No corrections at this point. Comments may be associated with the project at the time of the building permit submittal and review

ZONING REVIEW COMMENTS

Comments by: Alan Michelsen Email: alan.michelsen@slcgov.com

Phone: 801-535-7142 Status: Complete

No zoning related issues at this time. Comments may be associated with the project at the time of the building permit submittal and review.

ENGINEERING REVIEW COMMENTS

Comments by: Scott Weiler Email: scott.weiler@slcgov.com

Phone: 801-535-6159 Status: Complete No objections

TRANSPORTATION REVIEW COMMENTS

Comments by: Michael Barry Email: michael.barry@slcgov.com

Phone: 801-535-7147 Status: Complete

The off-street parking requirement is satisfied.

FIRE REVIEW COMMENTS

Comments by: Edward Itchon Email: edward.itchon@slcgov.com

Phone: 801-535-6636 Status: Comments No Corrections

POLICE REVIEW COMMENTS

Comments by: Scott Teerlink Email: scott.teerlink@slcgov.com

Phone: 801-799-3631 Status: Complete No Comments