

Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Michael McNamee, Associate Planner, michael.mcnamee@slcgov.com, 801-535-7226

Date: December 15, 2021

Re: PLNPCM202021-00663 – Grygar Accessory Dwelling Unit – 362 East Sherman Avenue

CONDITIONAL USE

PROPERTY ADDRESS: 362 E Sherman Avenue **PARCEL ID:** 16-07-457-007-0000

MASTER PLAN: Central Community – Low Density Residential

ZONING DISTRICT: R-1/5,000 Single-Family Residential

COUNCIL DISTRICT: District 5, Darin Mano

REQUEST:

George Grygar, the property owner, has requested conditional use approval for a 17-foot tall, 465-square-foot accessory dwelling unit (ADU) that will be situated in the rear, southeast corner of the property located at 362 East Sherman Avenue.

RECOMMENDATION:

Based on the information in this staff report, Planning Staff recommends that the Planning Commission approve the Conditional Use request as proposed.

ATTACHMENTS:

- A. Vicinity Map
- B. Plans
- **C.** Site Visit Photographs
- D. Analysis of Zoning Standards for Accessory Dwelling Units
- E. Analysis of Standards Conditional Use
- F. Public Process and Comments
- G. Department Review Comments

PROJECT DESCRIPTION:

This is a petition for Conditional Use approval to construct a 17-foot tall, 465-square-foot detached accessory dwelling unit (ADU) in the rear yard of the single-family dwelling located at 362 East Sherman Avenue. The subject parcel is located on the south side of Sherman Avenue between 300 East and 400 East.

Size, Coverage, and Height

The proposed ADU will have a gross floor area of 465 square feet—approximately 49.7% of the principal structure—with a one-bedroom layout. The proposed structure will have a shed-style roof that will be 17 feet tall at the highest point.

Building Entrance and Access

The ADU entrance will face rear façade of the existing principal structure. Parking will be located on Sherman Avenue in front of the property, and future occupants will be able to access the street via a proposed walkway from the ADU that connects to proposed pedestrian circulation on the site.

Windows

Windows are proposed on the south and east façades of the ADU. The east and south façades are within ten feet of side and rear property lines. Zoning regulations require that all windows located within ten feet of a side or rear property line must have obscured glazing or be high enough on the building to be considered clerestory windows. Five windows are proposed for the south façade. Of these, four are clerestory windows, including one window that will look out from a non-habitable storage loft. The fifth window will be glazed. Two windows are proposed for the east façade. These windows will both be glazed.

Applicable Review Processes and Standards

Review Process: Conditional Use

The property is zoned R-1/5,000 Single-Family Residential. Conditional Use approval by the Planning Commission is required for any detached accessory dwelling unit that is located in a single-family zoning district. For a complete analysis and findings for compliance with zoning standards for accessory dwelling units and Conditional Use standards, please refer to Attachment D and Attachment E.

KEY CONSIDERATIONS:

The key considerations and concerns below have been identified through the analysis of the project, neighbor & community input, and department reviews:

- 1. Parking Location
- 2. Housing Goals
- 3. Master Plan Considerations

Consideration 1: Parking Location

The applicant has proposed required parking for the ADU to be located on the property. However, the Transportation Division has noted that the parking configuration proposed, which is drawn to include three parking stalls, actually only has large enough dimensions to meet the requirements for two stalls. Two off-street parking stalls are required for the single-family dwelling, so the two stalls provided would not count towards required parking for the ADU. Alternatively, required parking for the ADU can be located on the street, which is permitted since there is parking available in front of the subject property (see 21A.40.200.E.1.g.(1)). The applicant also has a second option to waive the off-street parking requirement because the property is located within ½ mile of a transit stop (21A.40.200.E.1.g(2)). As noted in the Transportation Division review comments, there are two bus stops located on 500 E between 1300 S and Sherman Avenue, one northbound and one southbound, within one quarter mile of the subject property.

Consideration 2: Housing Goals

The proposed ADU is consistent with the goals and policies outlined within The Growing SLC Housing Plan. One of the goals outlined in the Housing Plan includes increasing housing options. Accessory dwelling units provide and promote diverse housing stock by providing additional units while minimizing neighborhood impacts. The proposed ADU is in line with the goals established within the Housing Plan. Housing goals are also addressed under Standard 3 within Attachment E.

Consideration 3: Master Plan Considerations

The <u>Central Community Master Plan</u> designates the future land use of this area as *Low Density Residential*. The Plan's description of the Low Density Residential Future Land Use is below:

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 dwellings as permissible on a single residential lot subject to zoning. Approximately one third of the Central Community is occupied by single-family residences on lots ranging from 3,000 to 10,000 square feet in size. Examples of established low-density residential areas are most of the existing development south of 900 South between State Street and 1300 East and areas between West Temple and Main Street from 1700 South to 2100 South. (p. 8)

The ADU proposed by the applicant will fulfill the intent of the future land use designation by providing another housing choice in the neighborhood while complementing the low-density residential character of the surrounding neighborhood. In addition to the future land use designation, the proposed ADU also fulfills **Residential Land Use Policy RLU-3.0** of the Plan, which seeks to promote the construction of a variety of housing options that are compatible with the character of the neighborhoods of the Central Community. Specifically, this policy encourages residential land developers to build housing that provides residential income for a range of income levels, age groups, and family size (RLU-3.1), and encourages a mix of rental properties for those who cannot afford or do not choose home ownership (RLU-3.2). (p. 10)

DISCUSSION:

The Accessory Dwelling Unit, as proposed, meets the standards necessary for approval by the Planning Commission. Specifically, the project meets all relevant zoning standards, has no outstanding detrimental impacts (as defined by the zoning ordinance), and adopted City policies support the ADU as proposed.

NEXT STEPS:

Approval of Conditional Use

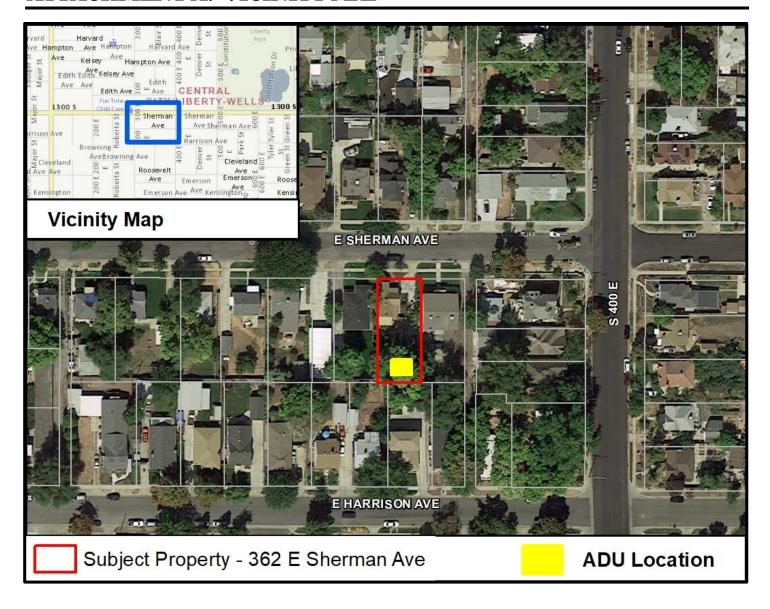
If approved, the applicant may proceed with the project, subject to all conditions imposed by City departments and the Planning Commission, and will be required to obtain all necessary permits. Building permits and certificate of occupancy for the building would only be issued contingent upon all conditions of approval are met, including the registration process requirements outlined in 21A.40.200.F of the zoning ordinance and any Department/Division comments/conditions noted in <u>Attachment G</u>.

Denial of Conditional Use

State and City code requires 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 denied, the applicant would not be permitted to construct an ADU. An accessory building would be permitted on the property subject to compliance with the development standards and requirements of the R-1/5,000 Single-Family Residential District; however, no portion of the building may be used as a dwelling unit.

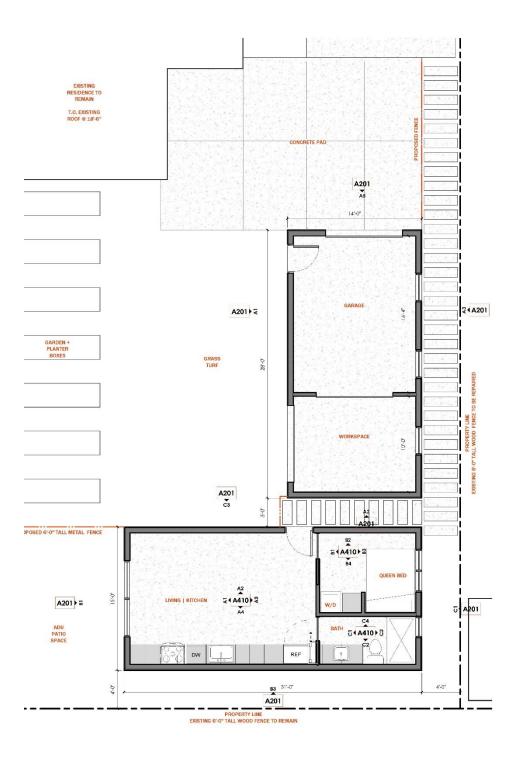
ATTACHMENT A: VICINITY MAP



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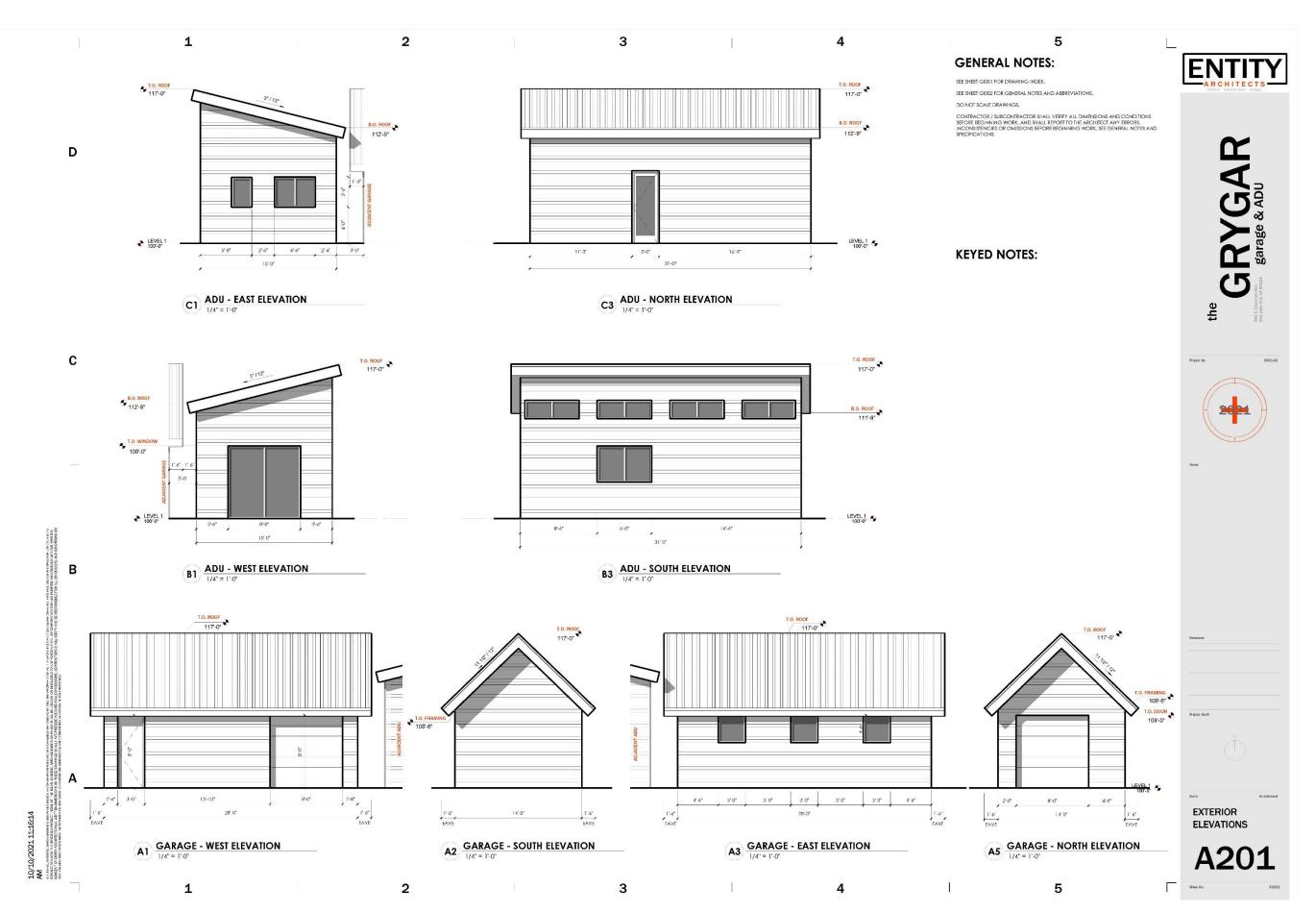
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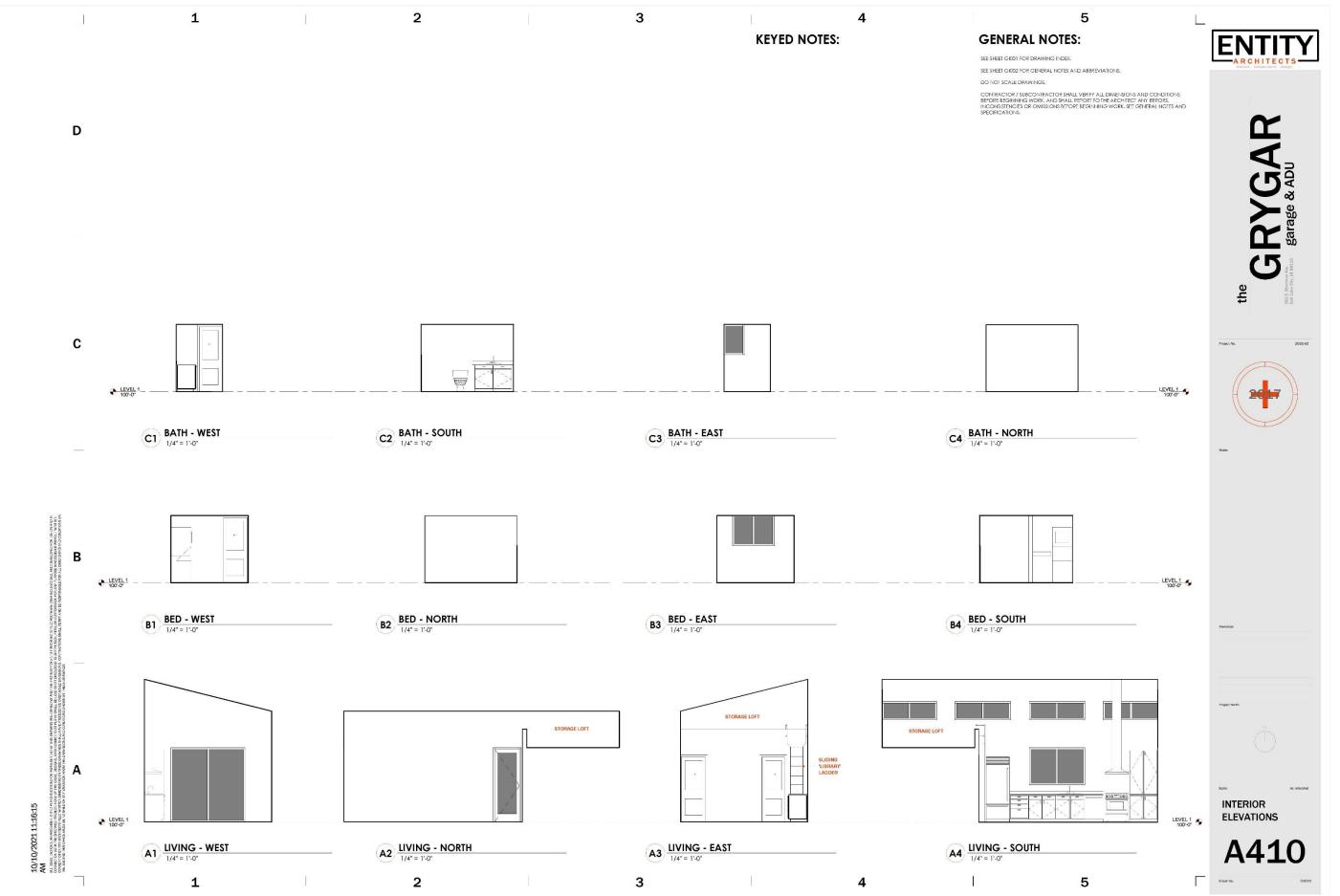






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ATTACHMENT C: SITE VISIT PHOTOGRAPHS





Top Left: Principal building from Sherman Avenue

Top Right:

Location of proposed ADU, looking south. Existing shed and garden to be removed.



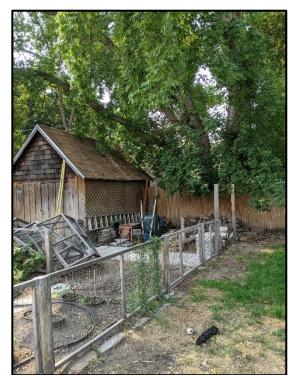


Bottom Left: Principal structure (forward) from proposed ADU location

Bottom Right:
Existing conditions in rear yard, looking south.
Proposed location of ADU is on the left-hand side of the image.

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Top (left & right):
Existing six-foot tall
fence along side (east)
and rear (south)
property lines that
would sit to the south
and east of proposed
ADU

ATTACHMENT D: ANALYSIS OF ZONING STANDARDS FOR ACCESSORY DWELLING UNITS

21A.40.200: Accessory	Dwelling Units
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Standard	Proposed	Findings
Size A [detached] ADU shall not have a footprint that is greater than fifty percent (50%) of the footprint of the principal dwelling, and shall not exceed six hundred fifty (650) square feet (SF).	Principal dwelling is approximately 935 SF. Fifty percent (50%) of principal dwelling equals approximately 467 SF. Proposed ADU is approximately 465 SF .	Complies
Maximum Coverage The surface coverage of all principal and accessory buildings shall not exceed forty percent (40%) of the lot. [Rear] Yard Coverage: In residential districts, any portion of an accessory building, excluding hoop houses, greenhouses, and cold frames associated solely with growing food and/or plants, shall occupy not more than fifty percent (50%) of the total area located between the rear façade of the principal building and the rear lot line.	Lot size is approximately 5,780 SF. Forty percent (40%) of the lot is approximately 2,312 SF. Primary Dwelling: 935 SF Proposed ADU: 465 SF Proposed Garage: 392 SF Total Coverage: 1,792 SF The surface coverage of all principal and proposed accessory buildings (including the proposed ADU and garage) will be approximately 31% of the lot. Approx. rear yard area: 3,060 SF Proposed ADU: 465 SF Proposed Garage: 392 SF Yard Coverage: 852 SF	Complies
Building Height The maximum height of an accessory building containing an accessory dwelling unit shall not exceed the height of the single-family dwelling on the property or exceed seventeen feet (17') in height, whichever is less. Exception: If the single family dwelling on the property is over seventeen feet (17') in height, an accessory building containing an accessory dwelling unit may be equal to the height of the single family dwelling up to a maximum building height of twenty four feet (24') for an accessory building with a pitched roof or twenty feet (20') for an accessory building with a flat roof provided the accessory building is set back a minimum of ten feet (10') from a side or rear property line. The setback for additional height may be reduced to four feet (4') if the side or rear lot line is adjacent to an alley.	The height of the principal structure is 18 feet 6 inches. The proposed structure containing the ADU will have a shed-style roof, with a height of approximately 17 feet.	Complies

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21A.40.200: Accessory Dwelling Units (cont.)		
Standard	Proposed	Findings
Side or Rear Yard Setbacks New Accessory Buildings: Shall be located a minimum of four feet (4') from any side or rear lot line.	Side [East] Lot Line: 4 feet Side [West] Lot Line: 14 feet (appx.) Rear [South] Lot Line: 4 feet	Complies
Separation All ADUs [located in an accessory building] shall be located a minimum of ten feet (10') from the single family dwelling located on the same parcel and any single family dwelling on an adjacent property.	The proposed ADU is approximately 36 feet from the principal dwelling on the same parcel. The nearest single-family dwelling on an adjacent property is approximately 35 feet away (the house on the property to the east).	Complies
Entrance Locations The entrance to an ADU in an accessory building shall be located: (1) Facing an alley, public street or facing the rear façade of the single family dwelling on the same property.	The entrance for the proposed ADU is oriented towards the rear façade of the principal structure on the lot.	Complies
Requirement for Windows Windows on an accessory building containing an ADU shall comply with the following standards: (1) Windows shall be no larger than necessary to comply with the minimum Building Code requirements for egress where required. (2) Skylights, clerestory windows, or obscured glazing shall be 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. (3) Except as required in subsection E3g(1) of this section, windows shall maintain a similar dimension and design as the windows found on the principal structure.	Windows are proposed on the south and east façades of the ADU. The east and south façades are within ten feet of side and rear property lines. Five windows are proposed for the south façade. Of these, four are clerestory windows, including one window that will look out from a non-habitable storage loft. The fifth window will be glazed. Two windows are proposed for the east façade. These windows will both be glazed. The proposed windows are similar in size and profile as the windows found on the principal structure and meet the minimum Building Code requirements for egress.	Complies

Parking An ADU shall require a minimum of one on-site parking space. If the property has an existing driveway, the driveway area located between the property line with an adjacent street and a legally located off-street parking area can satisfy the parking requirement if the parking requirement for the principal use is complied with and the driveway area has a space that is at least twenty feet (20') deep by eight feet (8') wide. The parking requirement may be waived if: 1) Legally located on street parking is available along the street frontage of the subject property; or 2) The subject property is located within one-quarter (1/4) mile of transit stop.	The applicant is able to waive the parking requirement because there is legally located on street parking available along the street frontage of the subject property and the subject property is located within one-quarter mile of a transit stop.	Complies
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ATTACHMENT E: ANALYSIS OF STANDARDS – CONDITIONAL USE

21A.54.080: Standards for Conditional Uses

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-1/5,000 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 these requirements.

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 use is a small residential unit that should be readily compatible with surrounding uses, which primarily consists of single-family houses. The proposed ADU meets all relevant zoning requirements that are meant to limit the impact of new ADUs on surrounding properties.

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

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

Analysis: The <u>Central Community Master Plan</u> designates the future land use of this area as *Low Density Residential*. The Plan's description of the Low Density Residential Future Land Use is below:

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 dwellings as permissible on a single residential lot subject to zoning. Approximately one third of the Central Community is occupied by single-family residences on lots ranging from 3,000 to 10,000 square feet in size. Examples of established low-density residential areas are most of the existing development south of 900 South between State Street and 1300 East and areas between West Temple and Main Street from 1700 South to 2100 South. (p. 8)

The ADU proposed by the applicant will fulfill the intent of the future land use designation by providing another housing choice in the neighborhood while complementing the low-density residential character of the surrounding neighborhood. In addition to the future land use designation, the proposed ADU also fulfills policy **RLU-3.0** of the Plan, which seeks to promote the construction of a variety of housing options that are compatible with the character of the neighborhoods of the Central Community. Specifically, this policy encourages residential land developers to build housing that provides residential income for a range of income levels, age groups, and family size (RLU-3.1), and encourages a mix of rental properties for those who cannot afford or do not choose home ownership (RLU-3.2). (p. 10)

In addition to its compatibility to the Central Community Master Plan, the proposed ADU also fulfils the purpose of the R-1/5,000 Single-Family Residential District (see <u>21A.24.070.A</u>). ADUs are allowed as a conditional use in all single-family residential districts and have been determined to be compatible with the scale and intensity of neighborhoods within those zoning districts (which includes the R-1/5,000 district)—unless there are detrimental impacts that cannot be mitigated.

The purpose of the R-1/5,000 Single-Family Residential District is to provide for conventional single-family residential neighborhoods. 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 proposed ADU fulfils its stated purpose in the Salt Lake City Zoning Ordinance (see <u>21A.40.200.A</u>), which 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;

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- 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.

Finally, the proposal is also consistent with the goals and policies outlined in <u>Growing SLC: A Five Year Housing Plan</u> 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 Effects Determination analysis on the next page).

21A.54.080B: Detrimental Effects Determination

In analyzing the anticipated detrimental effects of a proposed use, the Planning Commission, or in the case of Administrative Conditional Uses, the Planning Director or designee, shall determine compliance with each of the following:

Standards	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-1/5,000 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

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The location and design of off- street parking complies with applicable standards of this code;	Complies	As permitted by section <u>21A.40.200.g.(1)</u> or <u>21A.40.200.g.(2)</u> of the Salt Lake City Zoning Ordinance, the off-street parking requirement can be waived.
10. Utility capacity is sufficient to support the use at normal service levels;	Complies	The Public Utilities Department has provided conditions that would need to be met before final occupancy of the proposed ADU; they are included in Attachment G .
11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts;	Complies	The proposed ADU meets all relevant height, bulk and setback requirements. Additionally, the rear yard of the property is surrounded by a six-foot wood fence, essentially screening activity of future residents from neighboring properties.
12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke;	Complies	The project supports sustainability objectives by increasing housing close to jobs, schools, and services, reducing greenhouse gas emissions and fossil fuel consumption.
13. The hours of operation and delivery of the use are compatible with surrounding uses;	Complies	The proposed use is an accessory residential structure and is compatible with the surrounding uses that are also residential.
14. Signs and lighting are compatible with, and do not negatively impact surrounding uses; and	Complies	Signs are not associated with this proposal. Any lighting on the accessory structure is expected focus toward the interior of the lot, limiting an potential detrimental impacts on surrounding uses.
15. The proposed use does not undermine preservation of historic resources and structures.	Complies	The property is not located within a Local Historic District, and the proposal does not involve the removal or destruction of any historic resources or structures.

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

ATTACHMENT F: PUBLIC PROCESS AND COMMENTS

Public Meeting(s):

Planning Staff provided notice of this project to the Liberty Wells and Central City Community Councils on July 20, 2021, and property owners and residents within 300 feet of the subject property on July 21, 2021. As of the publication of this staff report, neither Community Council has sent an official letter to the Planning Commission.

Public Notice:

- July 20, 2021 Notice of the project was provided to the Liberty Wells and Central City Community Councils.
- July 21, 2021 Property owners and residents within 300 feet of the subject property were notified of the project via mail.
- December 2, 2021 Public hearing notice mailed
- December 2, 2021 Agenda posted on the Planning Division and Utah Public Meeting Notice websites
- December 3, 2021 Public hearing signs were posted on the property

Public Comment(s):

As of the publication of this Staff report, Staff has not received any comments related to this request. Any public comments received between the publication of this report and the public hearing meeting will be forwarded to the Planning Commission and included in the public record.

ATTACHMENT G: DEPARTMENT REVIEW COMMENTS

Fire (Ted Itchon at Edward.itchon@slcgov.com)

This project has not yet been reviewed for Fire Code compliance. The applicant will be required to meet all applicable fire code requirements.

Public Utilities (Jason Draper at jason.draper@slcgov.com or 801-483-6751)

No utility issues with the proposed ADU. For the ADU building permit a site utility plan will be required showing the water and sewer connections for the ADU. It is likely that the ADU will need a separate sewer lateral. The main house sewer lateral is on the west side of the home and may even be on the neighboring property.

Building (Ryan Barber at ryan.barber@slcgov.com or 801-535-6686)

The proposed plan would be allowed as long as it meet the provisions set forth in Section R302 Fire-Resistant Construction. Specifically, TABLE R302.1(1) EXTERIOR WALLS. A one hour fire rated assembly is required.

Also, the design needs to follow the SLC accessory structure design standards. In this particular case it states "when a wall is less than 5' but greater than or equal to 2' from the property line, an eave may only extend to a point that is 2' from the property line"

There is also the requirement of rear yard coverage to keep in mind. "Rear yard coverage Any portion of an accessory building shall occupy not more than 50% of the total area located between the rear facade of the principle building and the rear lot line. • FR, R-1, R-2, SR-1 and SR-3 residential districts, the maximum building coverage of all accessory buildings, excluding hoop houses, greenhouses, and cold frames, shall not exceed 50% of the building footprint of the principal structure up to a maximum of 720 sq. ft. for a single-family dwelling and 1,000 sq. ft. for a two-family dwelling. • SR-1A, the maximum footprint for an accessory structure is limited to 480 sq. ft. with an additional 120 sq. ft. allowed for a secondary accessory structure."

Finally the proposed opening in the kitchen area must meet the standards set forth in TABLE R302.1(2) for "openings in wall" within 4 ft.

Transportation (Michael Barry at michael.barry@slcgov.com or 801-535-7147)

I believe that this property is able to satisfy the parking requirements for its purposes but perhaps not as presented on the plans. The single family residence requires two off street parking spaces and the ADU requires one off street parking space. The two parking spaces for the single family residence can be provided as tandem parking spaces, which meet the minimum parking dimension requirements, in the driveway behind the face of the house. The parking space for the ADU can be waived (per 21A.40.200.E.1.g) if (1) Legally located on street parking is available along the street frontage of the subject property; or (2) The subject property is located within one-quarter (1/4) mile of transit stop. Both of these provisions can be met. There are two bus stops located on 500 E between 1300 S and Sherman Ave, one northbound and one southbound, within one quarter mile of the subject property. The northbound bus stop has a bus shelter which provides "insurance" that this bus stop will not be moved. I also want to point out that the detached garage does not qualify as having a suitable parking space per SLC standards because the vehicle projection (the length) of the parking area inside the garage is shown as sixteen feet four inches (16' 4") which is less than the minimum requirement of seventeen feet six inches (17' 6") per 21A.44.020.E. As a clarification, I did not review the plans in relation to the required locations of the ADU or garage in proximity to structures/buildings on abutting lots, I will let someone from Zoning or Planning comment on those requirements.

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