

Staff Report

PLANNING DIVISION DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Katilynn Harris, Associate Planner

katilynn.harris@slcgov.com or 801-535-6179

Date: March 9, 2022 (Published March 3, 2022)

Re: PLNPCM2021-01180 – Detached Accessory Dwelling Unit – Conditional Use

Conditional Use

PROPERTY ADDRESS: 299 E Oak Forest Road

PARCEL ID: 09-19-300-009-0000 **MASTER PLAN:** Capitol Hill

ZONING DISTRICT: FR-1/43,560 Foothills Estate Residential

COUNCIL DISTRICT: District 3, Chris Wharton

REQUEST: Nick Hammer of The Fox Group, representing the property owner, has requested conditional use approval for a 24-foot tall, 522-square-foot second story accessory dwelling unit (ADU) that will be situated in the northwest corner of the buildable area behind the principal structure.

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

ATTACHMENTS:

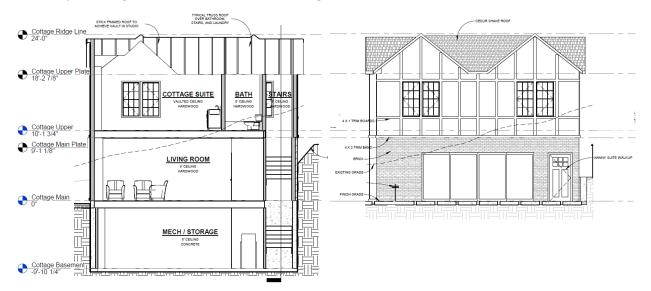
- A. Vicinity Map
- B. Plan Set
- C. Property and Vicinity Photos
- D. ADU Zoning Standards
- E. Conditional Use Standards
- F. Public Process & Comments
- G. Department Review Comments

PROJECT DESCRIPTION:

This is a petition for Conditional Use approval to construct a 24-foot tall, 522-square-foot second story detached accessory dwelling unit (ADU) behind a new single-family dwelling located at 299 E Oak Forest Road. The subject parcel is in a private, gated community at the north end of East Capitol

1

Boulevard. The existing lot is vacant with building permits for a new single-family dwelling and accessory building current in review with Building Services.



Cross section and exterior façade looking west

Size, Coverage, and Height

The proposed accessory building has a footprint of 522 square feet with a below grade basement and two stories above grade. The ADU is self-contained on the second story with its own separate entrance. The ADU will have a gross floor area of 522 square feet—approximately 19% of the principal structure—with a studio apartment layout. The proposed structure will be a pitched roof and 24 feet tall. The principal structure is 28 feet tall. The property is approximately 154,000 square feet for a total lot coverage of 2.17%.

Building Entrance and Access

The ADU entrance will face the interior of the lot toward the east property line. Due to the grade and size of the lot, the entrance will not be visible to the adjacent properties. Parking will be located on the property and future occupants will be able to access the parking stall via the proposed courtyard.

Windows

The applicant has proposed windows on all four façades of the accessory building. Obscured glazing has not been used for the windows that face the rear and side property lines as the building is setback more than 10' from each property line.

Planning Commission Review

The property is located in the FR-1/43,560 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 zoning standards for accessory dwelling units and the Conditional Use standards, please refer to Attachment D and Attachment E.

NEXT STEPS:

Approval of Conditional Use

If the request is approved, 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 ADU requirements are met including the registration process requirements outlined in 21A.40.200. F of the zoning ordinance.

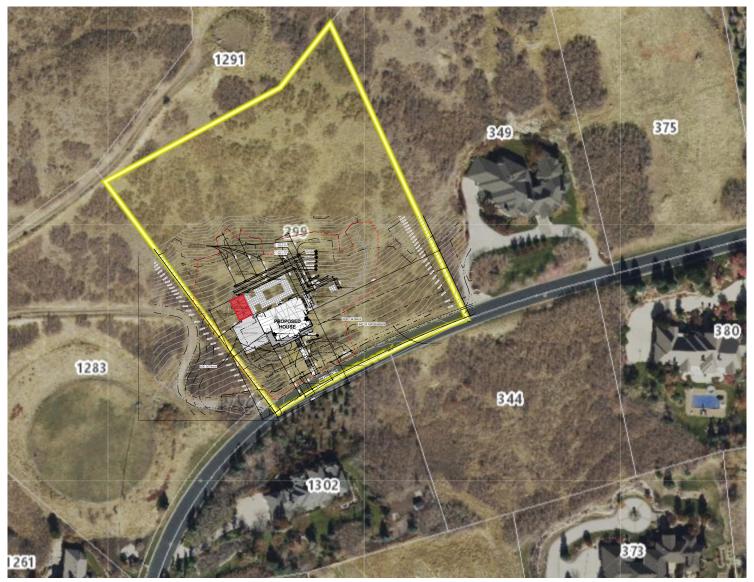
The building permit for the principal structure at this property shall be issued prior to the building permit for the accessory building containing the accessory dwelling unit.

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 FR-1/43,560 zoning district must be located in the buildable area, meet the lot coverage requirements, and the permitted maximum height for a pitched roof accessory building is 17 feet to the midpoint of the pitch or 12 feet for a flat roof.

ATTACHMENT A – VICINITY MAP



Approximate location of proposed ADU



- NOTES:

 1. SHOWER ACCESS SHALL HAVE CLEAR AND UNOBSTRUCTED FINISH WIDTH OF NOT LESS THAN 22" PER IRC P2708.1.1

 2. ALL TUBS AND SHOWERS ARE REQUIRED TO BE EQUIPED WITH A WATER TEMPERATURE LIMITING DEVICE SET TO 120 F MAXIMUM PER IRC P2708.4 AND P2713.3

 3. MAXIMUM FLOW RATES PER IRC TABLE P2903.2: LAVATORY FAUCET 2.2GPM @ 60 PSI, SHOWER HEAD @ 2.5GPM @ 80 PSI, SINK 2.2GPM @ 60 PSI, AND TOILET 1.6 GALLONS PER FLUSH.

 4. SHOWER PAN PROVIDED PER IRC R307 AND P2705.1

BASEMENT 2070 2140 6200 700 650 MAIN UPPER TOTAL COTTAGE GARAGE

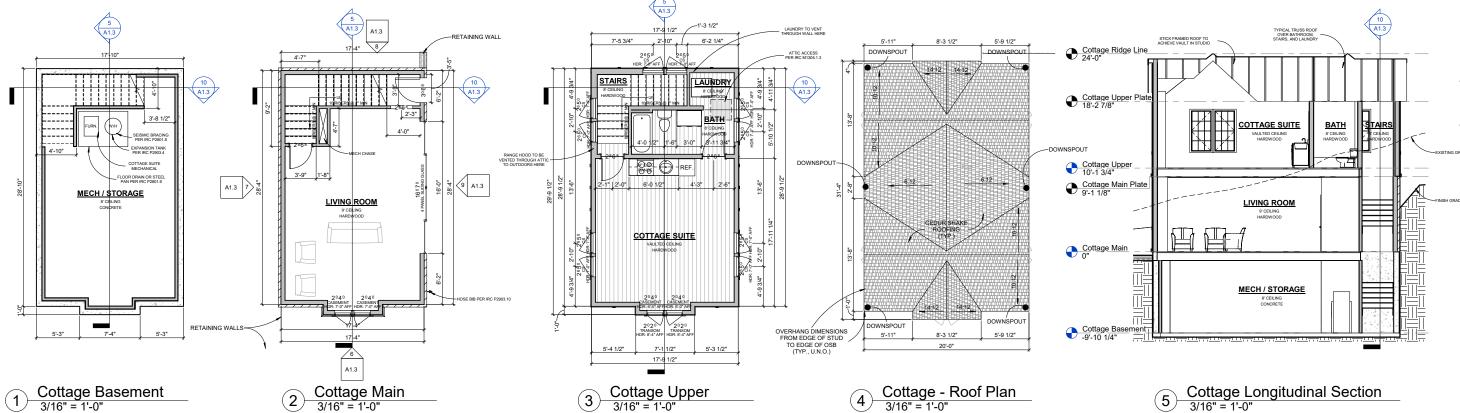


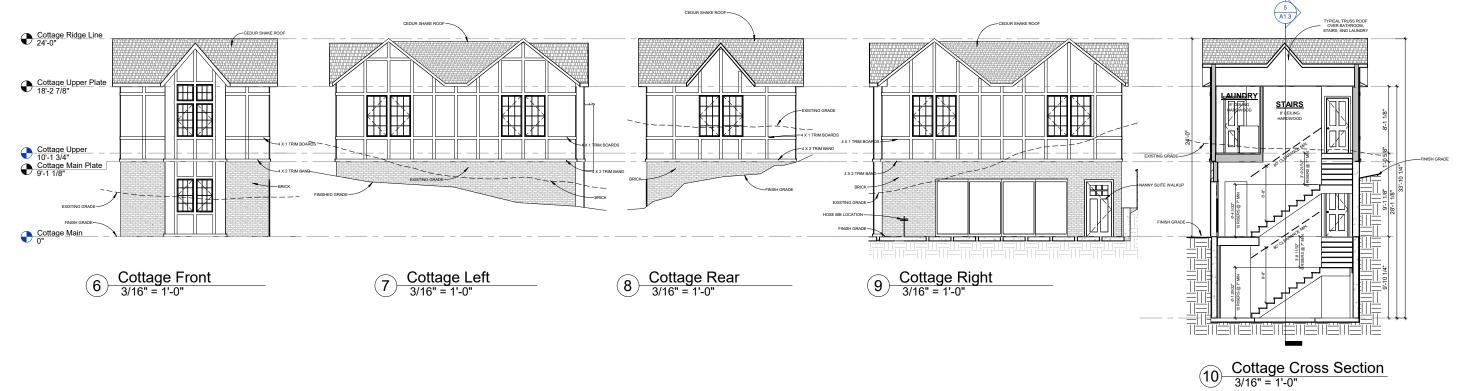
FRANCE

299 E OAK FOREST RD

PLOT DATE: 11/15/2021 10:50:58 AM







SHEET TITLE:

COTTAGE PLAN

SHEET NUMBER:

A1.3



1 Front Elevation 1/4" = 1'-0"



BASEMENT 1990
MAIN 2070
UPPER 2140
TOTAL 6200
COTTAGE 425
GARAGE 650
GYM 510

PROJECT INFO:

FRANCE

299 E OAK FOREST RD

NN BY:

PLOT DATE: 9/16/2021 4:54:38 PM



FLOOR PLANS ARE A GUIDE ONLY.
THESE PLANS ARE A GUIDE ONLY.
ALL CONSTRUCTION TO BE DONE
A CONSTRUCTION TO BE DONE
A STANDARDS.
CONTRACTORS TO VERIFY
ALL INFORMATION
PRIOR TO CONSTRUCTION.

SHEET TITLE:

FRONT / REAR ELEVATIONS

SHEET NUMBER:

A2.0

ATTACHMENT C – PROPERTY AND VICINITY PHOTOS



- Approximate location of existing fire hydrant
- Approximate location of panorama looking south
- Approximate location of picture looking east
- Approximate location of picture looking north



Panorama looking south toward the neighbor across the street. Once the final grading is completed, the roof of the ADU will be approximately 5 FT above the current grade seen in this photo.



Picture looking east toward the adjacent property. Once final grading is completed, the roof of the accessory building will be approximately 5 FT above current grade seen in the photo.



Picture looking north from the street. ADU will sit behind the existing grove of trees. Once final grading is completed, the roof of the accessory structure will be a few feet below the tops of the existing trees.

ATTACHMENT D - ZONING STANDARDS FOR ADU'S

21A.40.200 - Accessory Dwelling Units

21A.40.200 – Accessory Dwelling Units ADU STANDARDS PROPOSED COMPLIES Y/N					
ADU STANDARDS	PROPOSED	COMPLIES 1/N			
SIZE ADU footprint can be 50% of the footprint of the primary house up to a maximum of 650 SF.	Primary house is approximately 2,720 SF, ADU can be 50% of that up to a maximum of 650 SF . Proposed footprint is approximately 522 SF	Complies			
MAXIMUM COVERAGE The surface coverage of all principal and accessory buildings shall not exceed 40% of the lot.	Lot size is 3.5 acres or 154,000 SF. 40% of the lot is 61,600 SF. Primary House – 2,720 SF Proposed ADU - 522 SF Total coverage – 3,242 SF. The surface coverage all principal and accessory buildings (including the proposed ADU) is approximately 2% of the lot.	Complies			
HEIGHT 17 FT or the height of the single 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 FT 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.	Approximately 24 FT The principal dwelling is 28 FT in height. The accessory building is setback 40 FT from the nearest side property line.	Complies			
SETBACKS Minimum of 4 FT from any side or rear lot line. Corner side yard setback requirement – 10 FT	Located 40 FT from west interior side lot line and 120 FT from north rear lot line.	Complies			
SEPARATION Located 10 FT from any primary dwelling on the property or adjacent property	Proposed ADU located approximately 10 FT from the primary house on the property, and the closest house on an adjacent property is approximately 280 FT away.	Complies			

ENTRANCE LOCATIONS The entrance to an ADU in an accessory building shall be located: • Facing a side or rear property line provided the entrance is located a	The entrance for the proposed ADU is oriented toward eastern property line and is setback approximately 300 FT .	Complies
minimum of 10 FT from the side or rear property line.		
REQUIREMENTS FOR WINDOWS Windows shall be no larger than necessary to comply with the minimum Building Code requirements for egress where required. 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. 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.	Egress windows are required in habitable space. To meet these requirements, the bottom of the egress window opening can't exceed 44 IN from the finished floor. The minimum opening area of the egress window is 5.7 SF, the minimum egress window opening height is 24 IN high. The minimum egress window opening is 20 IN wide. The windows on the west façade of the building do not include obscured glazing as that portion of the building is setback 40 FT from the property line. Compliance with the minimum building requirement for egress will be verified at time of building permit issuance. Windows are similar in dimension and design as the windows on the principal structure.	Complies
PARKING Minimum of one parking space on site.	One parking space provided on site.	Complies
*This requirement may be waived if there is legal on street parking along the street frontage of the property OR if it's within ¼ mile of a transit stop.	*On-site parking could be waived because they have on street legal street parking space and they are also located within 1/4 mile of transit.	

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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 FR-1/43,560 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 FR-1/43,560 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 in the Ensign Downs neighborhood within the Capitol Hill Master Planning Area. This is a very low-density neighborhood within the Capitol Hill Master Plan with the earliest development occurring in the 1950s. It is characterized by large homes designed to maximize the valley views. The master plan designates the future land use of this area as very low density residential and the existing zoning on the property is FR-1/43,560, foothills estate residential.

The purpose of the FR-1/43,560 Foothills Estate Residential District is to promote environmentally sensitive and visually compatible development of lots not less than forty three thousand five hundred sixty (43,560) square feet in size, suitable for foothills locations as indicated in the applicable community Master Plan. The district is intended to minimize flooding, erosion, and other environmental hazards; to protect the natural scenic character of foothill areas by limiting development; to promote the safety and well being of present and future residents of foothill areas; to protect wildlife habitat; and to ensure the efficient expenditure of public funds.

The purpose of accessory dwelling units are to:

1) Create new housing units while respecting the appearance and scale of single-family residential development;

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- 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 Capitol Hill Master Plan:

- Encourage the appropriate housing opportunities in the community in appropriate locations through the renovation of existing structures and compatible infill development and redevelopment.
- Ensure the established very low-density single family residential character of the Ensign Downs neighborhood is preserved.
- Ensure that development is compatible with the existing character of the immediate neighborhood.

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 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 located	Complies	The proposed ADU is an accessory residential use and is allowed as a conditional use within the FR-1/43,560 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	Complies	The use is located in an area zoned and designated by the associated master plan for very low-density residential.

small area master plans and future		
land use maps		This land use designation allows very large sized
iana use maps		lots (i.e., minimum of 43,560 square feet) where
		single-family detached homes are the dominant
		land use.
		iana use.
		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 Capital Hill
		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 single-family
character of the site, and adjacent		residential uses. The lots in this area are
uses as shown by an analysis of the		generally wide and deep which provides
intensity, size, and scale of the use		separation from the proposed ADU from the
compared to existing uses in the		house on the property as well as adjacent
surrounding area		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	As discussed above, the scale of the proposal is
architectural detailing of the	- Compileo	compatible with the main house on the property
surrounding structures as they relate		as well as surrounding structures and meets the
to the proposed have been		footprint and height requirements for an ADU.
considered		The ADU is proposed in a location on the site
		that minimizes impacts to adjacent properties.
5. Access points and driveways are	Complies	The parking for the main house on the subject
designed to minimize grading of		property is proposed to climb with the natural
natural topography, direct vehicular		grade of the lot. The proposed access point for
traffic onto major streets, and not		both the ADU and the primary house is from Oak
impede traffic flows		Forest Road which is a private road. This
		proposed access would require the addition of a
		new driveway cut on Oak Forest Road as this is an undeveloped lot. As this is a private residential
		street, the proposal would not impede traffic
		flows.
6. The internal circulation system is	Complies	The proposed ADU and the primary house will be
designed to mitigate adverse impacts	•	accessible from Oak Forest Road. Multiple off
on adjacent property from motorized,		street parking stalls are proposed on the site, one
non-motorized, and pedestrian traffic		of which is dedicated to the ADU. It's not
		anticipated that the addition of the accessory unit
		will create any adverse impacts in terms of
		motorized, non-motorized and pedestrian traffic.
7. The site is designed to enable	Complies	The site is designed for pedestrian and bicycle
access and circulation for pedestrian		access. The driveway grade is not prohibit to
and bicycles		bicycle access and a pathway through the
		property connecting to Oak Forest Road is also
		proposed.

8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street	Complies	Vehicular access to the site is proposed off Oak Forest Road and an additional parking space has been provided on the subject property to accommodate the ADU. No unreasonable impacts to the service level of the adjacent streets is anticipated.
9. The location and design of off- street parking complies with applicable standards of this code	Complies	As discussed in other areas of this analysis, one parking space is provided on the parcel adjacent to the proposed ADU and can be accessed from Oak Forest Road.
10. Utility capacity is sufficient to support the use at normal service levels	Complies	The Public Utilities department provided comments on the project. A utility plan will need to be submitted for review and compliance will be ensured during the building permitting process.
11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts	Complies	The surrounding properties are all residential uses and the proposed use is also residential. The proposed ADU is sited to minimize impacts on adjacent properties and meets the distancing requirements to other adjacent primary structures.
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 use does not significantly impact sustainability plans. The project supports sustainability objectives by increasing housing close to jobs, schools, and services, thereby 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 are also residential.
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 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 with the conditions identified in the analysis, the request complies with the criteria listed above.

ATTACHMENT F- 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:

- <u>December 2, 2021</u> Notice of the project was provided to the Capitol Hill Community Council.
 The 45 day noticing period to request the project be presented at a Community Council meeting expired January 21, 2021. As of the publication of the staff report, no comments from the community council have been received.
- December 2, 2021 Early notification of the project was provided to property owners and residents within 300 FT of the proposed ADU. As of the publication of the staff report, no comments from property owners or residents within 300 FT of the proposal have been received.

Notice of the public hearing for the proposal included:

Public hearing notice mailed on February 24, 2022

Public hearing notice posted on February 24, 2022

Public notice posted on City and State websites and Planning Division list serve on February 24, 2022

Public Input:

As of the publication of the staff report, no public comments or inquiries have been received in regard to the proposed ADU.

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

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ATTACHMENT G - DEPARTMENT REVIEW COMMENTS

Public Utilities: (Jason Draper at <u>jason.draper@slcgov.com</u>)

For building permit, provide a site utility plan showing all existing and proposed utilities, including water, irrigation, fire, sewer, stormwater, street lighting, power, gas, and communications.

Planning Staff Comment – Public Utility requirements will be address during building permit review.

Zoning: (Katilynn Harris 801-535-6179 or katilynn.harris@slcgov.com)

The proposed ADU appears to meet the applicable standards listed in 21A.40.200. The unit must be registered according to the standards in 21A.40.200. F prior to permit issuance. The building permit for the principal structure shall be issued prior to the building permit for the accessory building containing the accessory dwelling unit.

Building Code: (James McCormack 801-535-6605 or james.mccormack@slcgov.com)

Ensure Smoke/co detectors on each level interconnected per 2015 IRC R314 and R315 as well as 1/2 type x gypsum on underside of all stairs. Building can house a live in nanny. Building built per 2015 IRC code requirements.

Engineering: (Scott Weiler at scott.weiler@slcgov.com or 801-535-6159)

Oak Forest Road is a private street. As such, Engineering has no involvement.

Transportation: (Michael Barry at <u>michael.barry@slcgov.com</u> or 801-535-7147)

Two (2) off street parking spaces are required for the single-family residence and one (1) additional parking space is required for the ADU. The requirement for the additional parking space may be waived if there is legal on street parking along the frontage of the property or if the property is located within one quarter mile of a transit station (21A.40.200.E.1.g).

Fire: (Doug Bateman 801-535-6619 or douglas.bateman@slcgov.com)

A fire hydrant shall be located within 600-feet of all ground level exterior walls of structures on the parcel. Measurements are made in straight lines and right angles following the drive route.

When the number of structures exceeds 2 R-3 or U occupancies (single family homes or unoccupied structures) there is a requirement that all buildings be located within 150-feet of a fire department access road. If there are more than 2 structures on the parcel, with any portions of those structures being outside the 150-foot distance, the applicant will need to submit an alternate means and methods application for fire sprinklers to be installed in those structures that fall outside that 150-foot distance. Measurements are made in straight lines and right angles. This last comment may not apply, if the number of structures has not been exceeded.

Planning Staff Comment – Compliance with the fire departments requirements will be verified during building permit review.

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