

Staff Report

PLANNING DIVISION DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission

From: Diana Martinez / diana.martinez@slcgov.com / 801-535-7215

Date: March 16, 2022

Re: Detached Accessory Dwelling Unit – Conditional Use - PLNPCM2021-01285

CONDITIONAL USE

PROPERTY ADDRESS: 991 South 1000 East

PARCEL ID: 16-08-401-001-0000
MASTER PLAN: Central Community

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

REQUEST:

Margy Maher of Brach Design, representing the property owners, is requesting conditional use approval for a 22'4.5"-foot tall, 450-square-foot detached accessory dwelling unit (ADU) that will be located in the rear yard of the property at 991 South 1000 East. The subject property is approximately 0.12 acres (5,227 square feet) in size and is in the R-1-5,000 Single Family Zoning District.

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. Additional Information Provided by Applicant
- C. Property & Vicinity Photos
- D. Project Plans
- E. ADU Zoning Standards
- F. Conditional Use Standards
- G. Public Process & Comments
- H. Department Review Comments

PROJECT DESCRIPTION:

The proposal is for a newly constructed detached garage with an accessory dwelling unit (ADU) on the top. The garage (main ground level) is 4' from the north property line, 5' from the alley (east property line) and 8' from the south property line. These are all acceptable setbacks for the detached garage. The ADU is 10' from the north and south property lines, and 5' from the alley (east property line). The ADU has a balcony within the five foot area to the east property line, this is acceptable because it is adjacent to the alley.

The property owner is planning to demolish the existing single-family dwelling and the existing detached garage to build a new single-family dwelling and a detached double garage with an ADU as a second story. The height of the ADU is proposed at 22'4.5" tall (the main house is proposed at 26.5' tall) and 450 square feet. The footprint of the garage/ADU building is 650 square feet. The subject property is located on 1000 East just south of 900 South.

The applicant is not able to provide on-site parking for the ADU tenant. There is legal on-street parking that can be used, along 1000 East and the ADU is located within ¼ mile of a public transit stop. Therefore, the Transportation Engineer is waiving the requirement for on-site parking.

The proposed ADU will have a metal gabled roof and will have a stucco exterior, similar to the color and material as the newly proposed single-family dwelling. The proposed windows are casement style and will be similar to those on the proposed primary residence. The entrance to the proposed ADU faces to the west toward the rear facade of the primary residence.



The property is located in the R-1/5,000 zoning district, which is a single-family zoning district. A Conditional Use process is required for any detached ADUs 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 also need to comply with all zoning regulations and approvals 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 structure, once all regulations of approval have been met.

Notable requirements that will need to be complied with by the applicant:

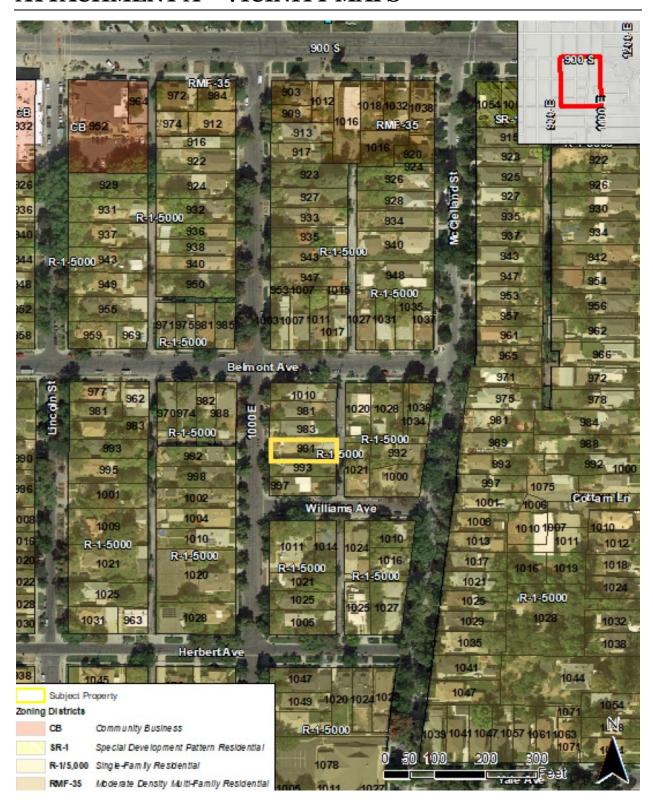
- The applicant shall comply with the registration process outlined in section 21A.40.200.F of the Salt Lake City zoning ordinance to register the ADU as a rental.
- The applicant is aware that the ADU cannot be used as a nighty rental or rented for any time less than a continuous 30-day period.
- Plans for the main dwelling must be labeled as "Single-Family Dwelling". Only one accessory dwelling unit is allowed on the lot.

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 establish an ADU on the subject property. 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-1/5,000 zoning district must be located a minimum of one foot 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 feet to the midpoint or 12 feet for a flat roof.

ATTACHMENT A - VICINITY MAPS



ATTACHMENT B – ADDITIONAL INFORMATION PROVIDED BY APPLICANT



357 SOUTH 200 EAST #211 SALT LAKE CITY, UT 84111 WWW.BRACHDESIGN.COM 801-865-7648

February 18, 2022

Salt Lake City Planning Office 451 South State St. Room 215

To Whom It May Concern,

The owners of 991 South 1000 East (JL Needham & Merideth Thompson) would like to build a new single family dwelling along with a new detached garage with an accessory dwelling unit on the second story of the garage. The property is located in the R-1-5000 zoning district with single family residential adjacent to it. The following points demonstrate how the proposed ADU is meeting the required zoning regulations:

- The proposed detached garage and ADU would be located in the rear yard of the property adjacent to the alley.
- The ADU is setback 5' from the rear property line,10' from both side property lines, and more than 14' from the main dwelling, and it does not exceed the height of the proposed single family dwelling.
- The ADU is 450 sq ft in size which is less than 50% of the footprint of the proposed single family dwelling, and features a 64 sq ft balcony adjacent to the alley.

The design of the ADU takes the privacy of it's occupant and neighbors into consideration by having more openings/glazing facing the alley and little to no openings facing the adjacent north and south properties and facing the main dwelling to the west.

We see the addition of the ADU making a positive impact on the neighborhood as it would be a more sustainable approach to providing housing for students, professionals, etc., and would reactivate what would otherwise be a dead alley space making the area a more dense and vibrant place to live.

Regards,

Margy Maher Brach Design Architecture margy@brachdesign.com

ATTACHMENT C - PROPERTY AND VICINITY PHOTOS



Photo of the front of the existing main dwelling (looking east). This is slated to be demolished.



Detached garage in the rear yard (looking northwest) along alley.



Neighbor's detached garage to the south.



Existing detached garage (north side yard).



Looking south down the alley – existing detached garage on the right.



Property to the east of the subject property along the alley.



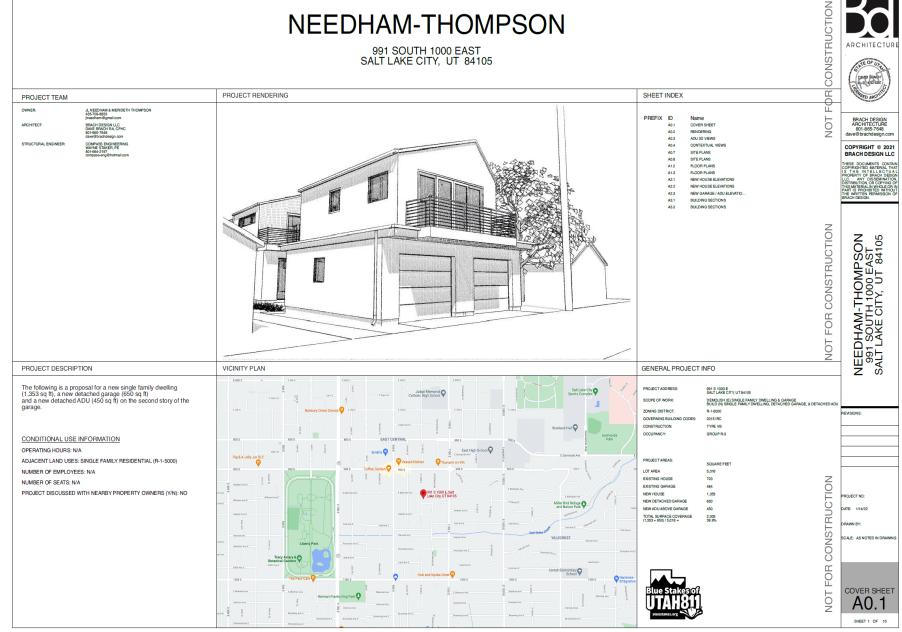
Subject property – showing existing main dwelling and existing detached garage.

ATTACHMENT D – PROJECT PLANS

NEEDHAM-THOMPSON

991 SOUTH 1000 EAST SALT LAKE CITY, UT 84105

ARCHITECTURE







SOUTHEAST PERSPECTIVE

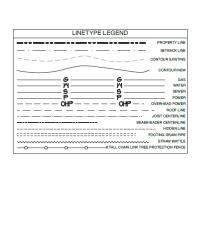


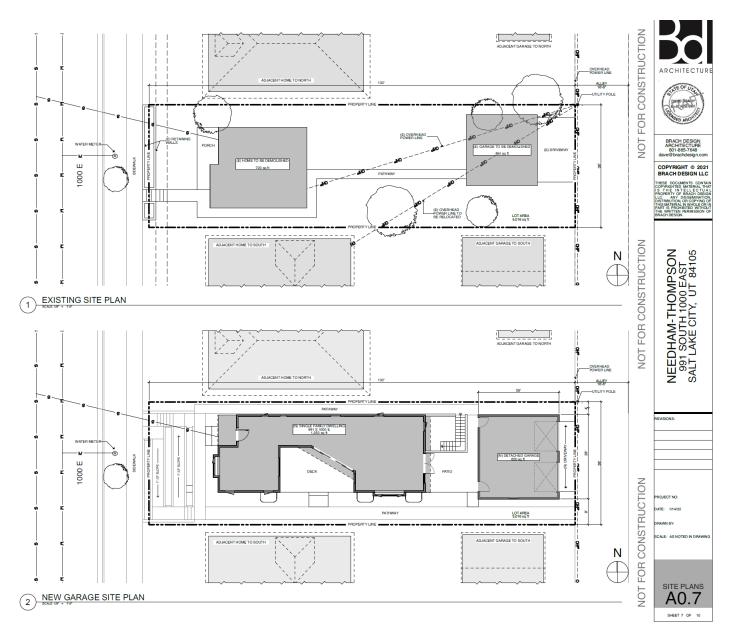


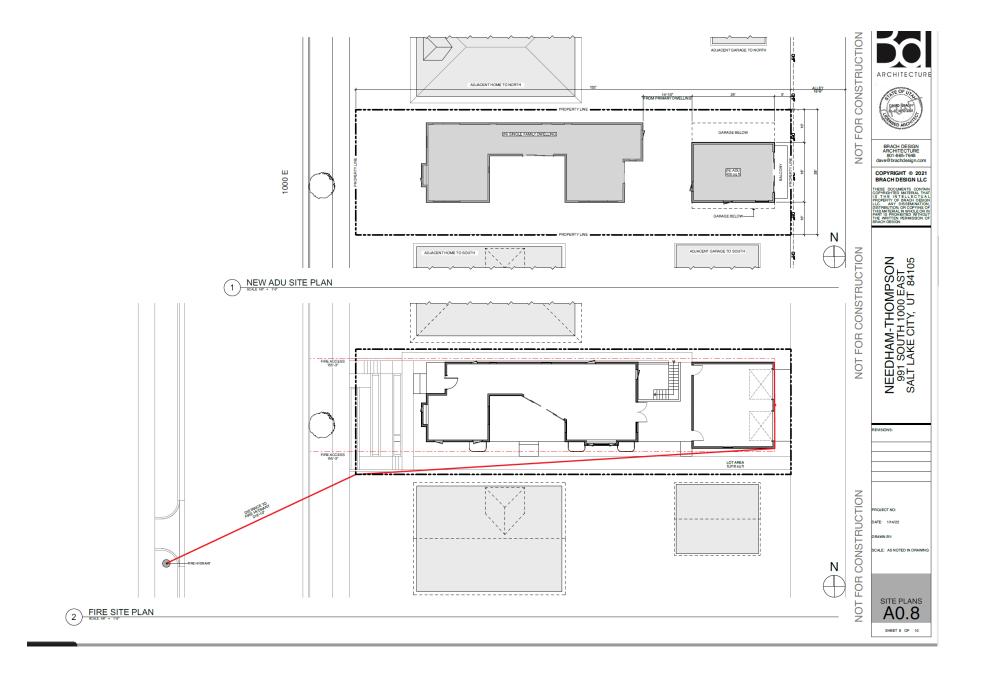
2 NORTHEAST PERSPECTIVE

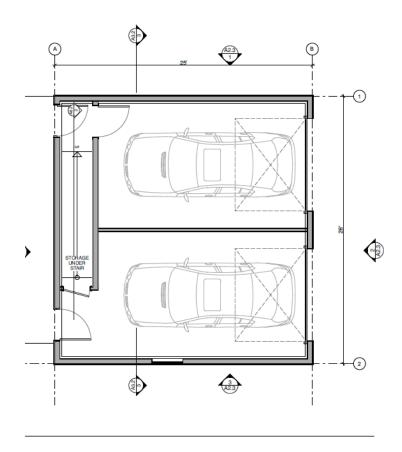
SOURCE 100.500



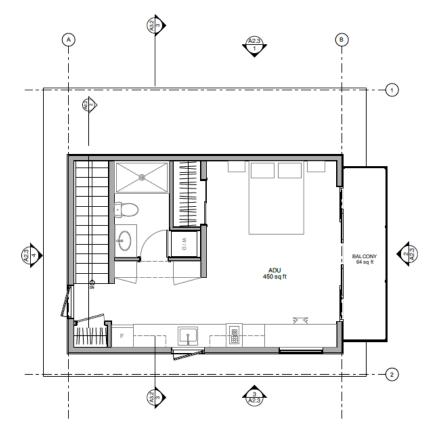




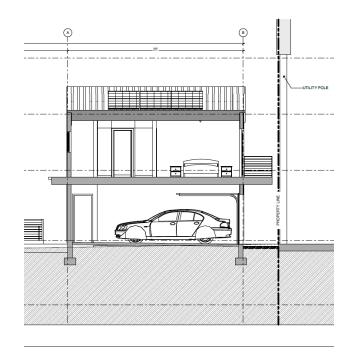




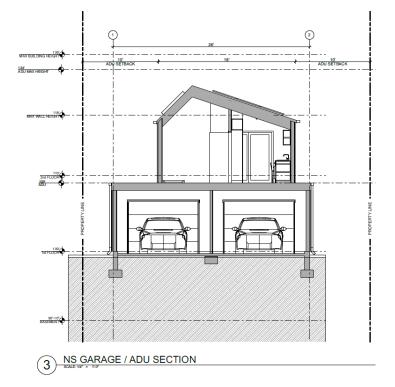
Floor plans for garage and ADU







Garage and ADU sections



ATTACHMENT E – ZONING STANDARDS FOR ADUS

21A.40.200 - Accessory Dwelling Units

21A.40.200 – Accessory Dw		
ADU STANDARDS	PROPOSED	COMPLIES Y/N
SIZE The footprint of the building that contains the garage and the ADU cannot exceed 50% of the footprint of the main home, up to a maximum of 720 square feet. The total size of the ADU cannot exceed 650 square feet.	The proposed Primary house will be approximately 1,353 SF. The proposed garage/ADU building will have a footprint of 650 SF, which is less than 50% of the main dwelling's footprint. The proposed gross floor area of the ADU is proposed at 450 SF.	Complies
MAXIMUM COVERAGE The surface coverage of all principal and accessory buildings shall not exceed 40% of the lot. Maximum Coverage: 1. Yard Coverage: 2. 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 facade of the principal building and the rear lot line. ear yard coverage:	Lot size is approximately 5,016 SF. 40% of the lot is 2,006 SF. Primary House—1,353 SF Proposed garage/ADU building =650 SF Total coverage—2,003 SF. The surface coverage of all principal and garage/ADU buildings is approximately 39% of the lot. The area behind the main structure is approximately 1,672 sq. ft. The amount of coverage by the ADU/garage structure is 650 sq. ft Therefore, the coverage percentage of the rear yard is approximately 39%.	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.	*The single-family dwelling on the property is taller than 17 FT, so the applicant could request an ADU with a height equal to the height of the house on the property.	Complies

SETBACKS The ADU must be a minimum of 10 FT from any side or rear lot line. *If the property line is along an alley, the setback can be reduced to a minimum of 4 ft along the alley property line.	Proposed ADU is inset 10 ft from both side lot lines. The garage on the main ground level meets the requirements for an accessory building. It is 4' from the north property line, 5' from the alley (east property line) and 8' from the south property line. All acceptable setbacks.	Complies
SEPARATION Located 10 FT from any primary dwelling on the property or adjacent property	Located approximately 14'10" from the primary house on the property and the closest house on an adjacent property is more than 20 FT.	Complies
ENTRANCE LOCATIONS The entrance to an ADU in an accessory building shall be located: • 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 toward the west facing the rear façade of the proposed main dwelling.	Complies
 REQUIREMENTS FOR WINDOWS Windows on an accessory building containing an ADU shall comply with the following standards: 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 unless the side or rear property line is adjacent to an alley. 	Windows are similar in dimension and design as the windows on the proposed principal structure. Windows are proposed on the west façade facing the rear of the house, two windows on the south façade and balcony door windows on the east façade facing the alley. There will be two skylight windows on the roof on the north side of the ADU.	Complies
• 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.		
PARKING Minimum of one parking space on site. *This requirement may be waived if there is legal on street parking along the street frontage of the property OR if it's within 1/4 mile of a transit stop.	*On-site parking could be waived because they have one legal on street parking space.	Complies

ATTACHMENT F – 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-1/5,000 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 Attachment E, 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-1/5,000 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 subject property is located in the East Liberty Park Community Area within the Central Community Master Planning Area. The *Central Community Master Plan* includes a goal and policy related to the proposal. There is a goal to protect and encourage ongoing investment in low-density residential neighborhoods.

The city-wide, *Plan Salt Lake*, includes two initiatives related to the proposed ADU:

- Neighborhoods Initiative: Support policies that provides people a choice to stay in their home and neighborhood as they grow older and household demographics change; and
- Housing Initiatives: Encourage housing options that accommodate aging in place. These initiatives are applicable since the applicant plans for a family member to live in the ADU.

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.

The R-1/5,000 Single-Family Residential District purpose states that the district provides "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."

ADUs, while a conditional use, are compatible with single family neighborhoods. The design standards for the detached structures, like the proposed unit, ensure that the building is an appropriate scale and size, and is also designed to be compatible with the property's primary residence.

The purpose statement of the accessory dwelling unit section of the Zoning Ordinance identifies the following intentions:

- 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 *Central Community Master Plan*, *Plan Salt Lake*, *Growing SLC*, and the related purpose statements in the Zoning Ordinance.

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).

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	Complies	The proposed ADU is an accessory
authorizes the use where it is	_	residential use and is allowed as a
located		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 <u>Attachment E.</u>
2. The use is consistent with	Complies	As discussed under Conditional Use
applicable policies set forth in		Standard 3 above, the proposed
adopted citywide, community,		construction of an ADU is consistent
and small area master plans and		with policies in the Central
future land use maps		Community Master Plan, Plan Salt
		Lake, Growing SLC, and the zoning
		ordinance since it will provide another
		housing option and creates 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
character of the site, and	Complies	primarily single family residential.
adjacent uses as shown by an		The lots in this area are all relatively
analysis of the intensity, size,		the same size, as are the homes which
and scale of the use compared to		are mostly bungalow style.
existing uses in the surrounding		are mostly bungatow style.
area		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 720 SF and is
		compatible with the scale of
		surrounding accessory buildings and
		adjacent uses.
4. The mass, scale, style, design,	Complies	As discussed above, the scale of the
and architectural detailing of the		proposal is compatible with the
surrounding structures as they		proposed main house on the property
relate to the proposed have been		as well as surrounding structures and
considered		meets the footprint and height
		requirements for an ADU. The ADU is
		proposed in a location on the site that minimizes impacts to adjacent
		properties.
5. Access points and driveways	Complies	The residents of the proposed main
are designed to minimize	Complies	single-family dwelling and the tenants
grading of natural topography,		of the ADU will have parking in the
direct vehicular traffic onto		proposed garage, which will be
major streets, and not impede		accessed by the alley to the east of the
traffic flows		property.
6. The internal circulation	Complies	The property has available parking on
system is designed to mitigate	Complies	the street in front of the property so
adverse impacts on adjacent		off-street parking for the ADU could
property from motorized, non-		be waived. It is not anticipated that the
F-Sporty arom motorizou, non		2 car 22 to not and opared that the

	1	
motorized, and pedestrian		addition of the accessory unit will
traffic		create adverse impacts from
		motorized, non-motorized and
		pedestrian traffic.
7. The site is designed to enable	Complies	The site is designed for pedestrian
access and circulation for		access and will be improved with
pedestrian and bicycles		additional paths for access to the ADU.
8. Access to the site does not	Complies	Vehicular access to the site is existing.
unreasonably impact the service	L	The parking space for the ADU will be
level of any abutting or adjacent		accessed from the alley to the east.
street		Transportation provided comments on
Street		the proposal and has no objections
		stating that there is on street parking.
		No unreasonable impacts to the
		•
		service level of the adjacent streets are
	C 1'	anticipated.
9. The location and design of off-	Complies	Parking for the ADU could be waived
street parking complies with		because there is on-street parking in
applicable standards of this code		front of the property, and it is within
		1/4 mile of a public transit stop.
10. Utility capacity is sufficient	Complies	The Public Utilities department will
to support the use at normal		review this during the building permit
service levels		process.
11. The use is appropriately	Complies	The surrounding properties are all
screened, buffered, or separated	_	residential uses, and the proposed use
from adjoining dissimilar uses		is also residential. The proposed ADU
to mitigate potential use		may result in increased activity in the
conflicts		rear yard of the subject property.
12. The use meets City	Complies	The use does not significantly impact
sustainability plans, does not		sustainability plans. The project
significantly impact the quality		supports sustainability objectives by
of surrounding air and water,		increasing housing close to jobs,
encroach into a river or stream,		schools, and services, thereby reducing
or introduce any hazard or		greenhouse gas emissions and fossil
environmental damage to any		fuel consumption.
adjacent property, including		ruer consumption.
cigarette smoke		
13. The hours of operation and	Complies	The proposed use is an accessory
delivery of the use are	Compiles	residential structure and is compatible
compatible with surrounding		with the surrounding uses that are also
		residential.
uses	Complies	
14. Signs and lighting are	Complies	Signs are not associated with this
compatible with, and do not		proposal. Any lighting on the
negatively impact surrounding		accessory structure is not expected to
uses		have a negative impact on the
		surrounding uses or otherwise cause a
	=-	nuisance.
15. The proposed use does not	Complies	The property is not located within a
undermine preservation of		Local or National Historic District and
historic resources and		the proposal does not involve removal
structures		of 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 G:

Public Process and 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:

- January 26, 2022: Early notification regarding the project mailed out
 - Notices were mailed to property owners/residents within 300 feet of theproposal
- January 25, 2022: The Planning Division provided a 45-day comment period notice to the East Liberty Park Community Council but did not receive a request for the proposal to be heard at their meeting.
- Planning Division Open House
 - A virtual open house was held from January 26, 2022- March 14, 2022.
 Notices were mailed to property owners/residents within ~300 feet of the proposal and sent out on the City's Planning listserv and community council contacts.

Notice of the public hearing for the proposal included:

- Public hearing sign notice posted on the property on March 9, 2022.
- Public hearing notice mailed on March 9, 2022.
- Public notice posted on City and State websites and Planning Division list serve on March 9, 2022.

PUBLIC INPUT:

Staff has received the following public input:

- Two emails in favor of the ADU
- One email in opposition of the ADU

COMMUNITY COUNCIL:

Staff has not received comment from the Community Council.

^{**} If more comments are received after the publication of the Staff Report, they will be forwarded to the Commission and included in the public record.

Email in favor: Sent 1/28/22 9:03 am

Hey Diana:

I'm writing in regards to the ADU being proposed for 991S 1000 East. I'd like to provide comment in the hearing but am also curious if a site plan and other drawings have been proposed or submitted. I'm generally in favor of ADUs by right but I want to see what's being proposed before public comment.

Thank you in advance.

Myron Willson

Email in Favor

Sent 2/05/22 2:33 pm

From Property Owners of 1011&1015 South 1000 East

We support the Accessory Dwelling Unit at 991 S 1000 E.

Thank you,

Robert & Victoria Bourns

Email in Opposition

Sent 3/07/22 8:04 am

Dear Ms. Martinez,

Please enter the following public comments on case number PLNPCM2021-01285 at 991 South 1000 East

- 1.) Dangerous Situation- Unacceptable because this building is going next to a power transformer and on top of that one line crosses the property to the neighbor! This is dangerous for the people in the neighborhood let alone the one neighbor.
- 2.) Out of Character An ADU is building in out of character on the alleys because along 10th east are single garages only. Building this up more than one floor is not acceptable. Keeping in line with other garages for the sake of the neighborhood.
- 3.) Abuse of a Single Family Residential Unit The ADU appears that the person wants to build a separate house despite the dangerous situation and out of the neighborhood character then they will build the single family residential unit! Maybe bigger!

I look forward to seeing your comments on the above points within a week.

Kindly, Mary Rogan

ATTACHMENT H:

Department Review Comments

Public Works // Jason Draper //

No Comments at this time. Review will continue with the building permit process.

Transportation // Michael Barry //

Two (2) off street parking spaces are required for the single-family residence and one (1) additional off-street 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 stop (21A.40.200.E.1.g).

The subject property meets both criteria previously referenced to waive the parking space for ADU.

Fire // Douglas Bateman //

No Comments at this time. Review will continue with the building permit process.

Engineering //Scott Weiler //

Prior to performing any work in the public way, a Permit to Work in the Public Way must be obtained from SLC Engineering.