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Mayor



DEPARTMENT of COMMUNITY
and NEIGHBORHOODS
Blake Thomas
Director

CITY COUNCIL TRANSMITTAL



Lisa Shaffer, Chief Administrative Officer

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TO: Salt Lake City Council
Amy Fowler, Chair

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FROM: Blake Thomas, Director, Department of Community & Neighborhoods



SUBJECT: ADU Annual Report

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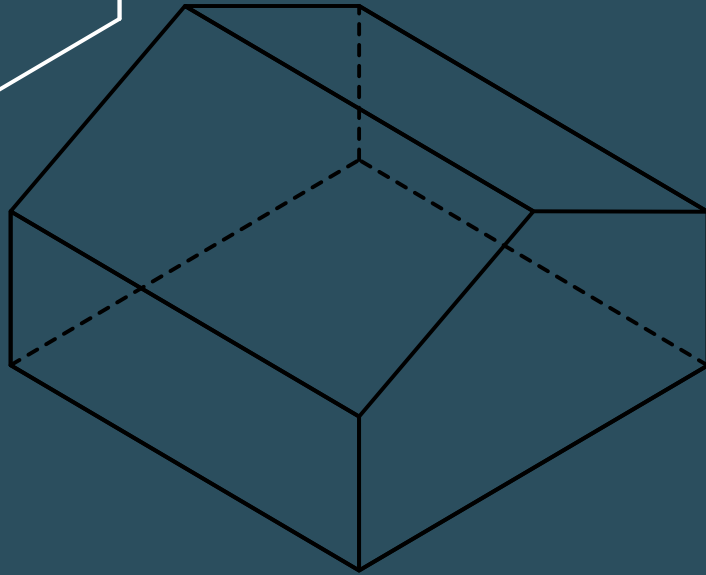
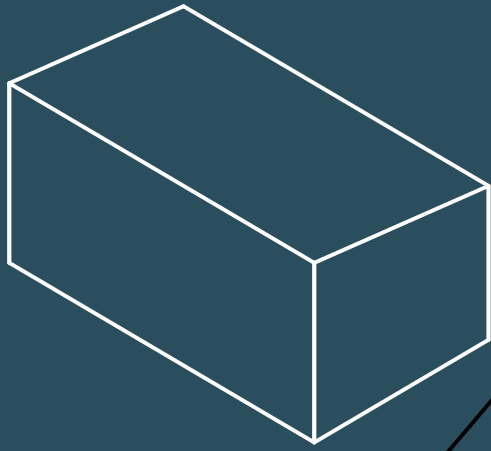
BUDGET IMPACT: None

BACKGROUND/DISCUSSION: Salt Lake City Zoning Code 21A.40.200 Accessory Dwelling Unit requires the Planning Division to provide a report to the City Council by February 15th of each calendar year. The report is required to include the number of applications received, the address of each unit for which an application was submitted, an explanation of why an application was denied (no ADUs have been denied as of January 1, 2021), and a map showing approved accessory dwelling units. This report is attached.

PUBLIC PROCESS: NA

EXHIBITS:

2020 ADU Annual Report



ADUS ANNUAL REPORT

2020



SALT LAKE CITY
PLANNING

THE ECONOMY

04 ANNUAL REPORT 2020

05 ABOUT ADUS

06 2020 NUMBERS

10 ADU REGULATIONS

14 POTENTIAL IMPROVEMENTS



SALT LAKE CITY PLANNING

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SALT LAKE CITY
ADU ANNUAL
REPORT

REPORT 2020

The Salt Lake City Council adopted an updated Accessory Dwelling Unit ordinance in October 2018. That ordinance requires the Planning Division to produce an annual ADU report. The report is required to include the following information:

- **The number of applications received;**
- **The address of each application for an ADU;**
- **A map showing the locations of approved ADUs; and**
- **An explanation of the reasons an application may have been denied**

The Planning Division has added information to this report regarding barriers to ADUs, issues raised during the process, and issues associated with administering the ordinance. This report also includes recommended changes to the ADU ordinance that may improve the ability of the ordinance to fulfill the purposes stated in the ordinance.

This report covers the time period from the adoption of the ordinance in October 2018 to December 31, 2020. The report is required by ordinance to be transmitted to the City Council by February 15, 2021.



ABOUT ADUS

WHAT IS AN ADU?

An accessory Dwelling Unit is a complete, secondary residential unit that can be added to a single family residential lot. ADUs can be attached to or part of the primary residence or be detached as a separate building in the backyard. ADUs are often referred to as mother-in-law apartments, backyard cottages, granny flats, and alley way cottages, detached dwelling units, and many other similar terms.

WHERE CAN THEY BE LOCATED IN SLC?

An ADU may be located on any property that is zoned for single family dwellings and where a single family home is on the same property. An ADU is not allowed when the property already contains a duplex, triplex, or an apartment building.

HOW ARE ADUS APPROVED?

ADUs can be approved in the City through two different ways. First, if the property is in a zoning district that already allows multiple units on a single lot, an ADU can be built as a permitted use. A permitted use does not require any special approval process and can be built after a building permit is issued. Second, if the property is in a single family zoning district, an ADU can be approved as a conditional use. A conditional use requires a public process that includes a 45 day public comment period followed by a public hearing with the Planning Commission.

NUMBERS

CONDITIONAL USE

2019	24
2020	24
CONDITIONAL USE APPROVALS	40
CONDITIONAL USE PENDING	8
CONDITIONAL USE DENIED	0

PERMITTED USE

2019	9
2020	10

BUILDING PERMITS

TOTAL APPLICATIONS	47
COMPLETED ADUS	9
ADUS UNDER CONSTRUCTION	21
ADUS BUILDING PERMIT UNDER REVIEW	17

CONDITIONAL USE ADU CHARACTERISTICS - 2020 APPROVALS

INTERNAL ADUS

5

AVERAGE SIZE

884

SQUARED FT.

SEPARATE BUILDING

19

AVERAGE SIZE

551

SQUARED FT.

AVERAGE HEIGHT

15 FT. 10 IN.

ABOVE GARAGE

6

BEDROOMS



ONE BEDROOM

20

TWO BEDROOMS

4

PARKING LOCATION



ON SITE

7

ON STREET

17



PERMITTED USE ADUS

An ADU is considered a permitted use in zoning districts that allow housing types that include at least a duplex, but may include triplexes and apartments as well. This includes the SR-1A, SR-3, R2, RMF, RMU, and MU zoning districts. The review process of permitted ADUs start with submitting a building permit.

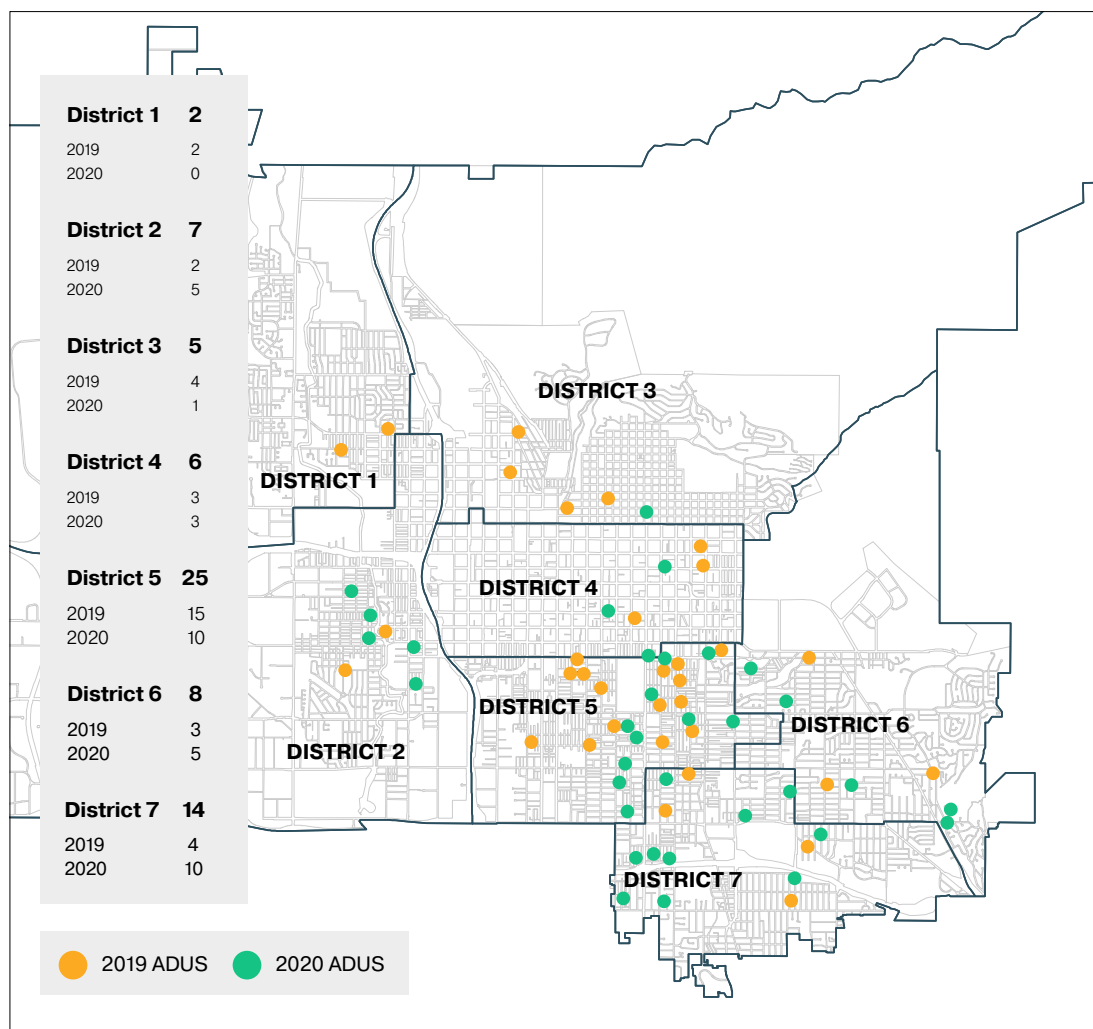
CONDITIONAL USE ADUS

ADUs in single family zoning districts require a conditional use. A conditional use requires a public process that includes a 45-day public comment period followed by a public hearing with the Planning Commission. The Planning Commission makes the final decision on ADUs that require a conditional use.

WHERE ARE THE ADUS LOCATED?

The ADUs are located throughout the City. The map below shows the location of each ADU application.

ADUS BY DISTRICT



ADU APPLICATIONS SUBMITTED

This table includes the addresses of each ADU application that has been submitted.

ADDRESS	TYPE OF ADU	TYPE OF PROCESS	STATUS	DISTRICT
1039 W BRIARCLIFF AVE	Detached	Conditional Use	In Progress	1
1365 W 500 N	Attached	Conditional Use	Voided	1
844 W GENESEE AVE	Detached	Conditional Use	In Progress	2
1017 S NAVAJO ST	Attached	Conditional Use	In Progress	2
1072 S JEREMY ST	Detached	Conditional Use	In Progress	2
772 S GLENDALE ST	Attached	Conditional Use	In Progress	2
613 S EMERY ST	Detached	Conditional Use	In Progress	2
726 S GOSHEN ST	Detached	Conditional Use	Voided	2
1285 W PACIFIC AVE	Detached	Conditional Use	Voided	2
375 E 3RD AVE	Detached	Permitted	Complete	3
617 E 1ST AVE	Attached	Permitted	In Progress	3
128 E 2ND AVE	Detached	Permitted	Complete	3
170 W 600 N	Detached	Permitted HLC	Complete	3
333 N 200 W	Detached	Permitted	Voided	3
264 S 1100 E	Detached	Permitted	Complete	4
805 E 300 S	Attached	Permitted	In Progress	4
155 S MCCLELLAND ST	Attached	Permitted	In Progress	4
633 S 600 E	Detached	Permitted HLC	In Progress	4
869 S 700 E	Detached	Permitted	Voided	4
431 E 600 S	Attached	Conditional Use	In Progress	4
1143 S LAKE ST	Detached	Conditional Use	Complete	5
64 W ANDREW AVE	Detached	Conditional Use	Complete	5
815 E EMERSON AVE	Detached	Conditional Use	Complete	5
1083 S BLAIR ST	Detached	Conditional Use	In Progress	5
1180 S 800 E	Detached	Conditional Use	In Progress	5
225 E WILLIAMS AVE	Detached	Conditional Use	In Progress	5
1781 S 500 E	Detached	Conditional Use	In Progress	5
1362 S 1300 E	Detached	Conditional Use	In Progress	5
233 E WILLIAMS AVE	Detached	Conditional Use	In Progress	5
557 E 1700 S	Attached	Conditional Use	In Progress	5
567 E HOLLYWOOD AVE	Attached	Conditional Use	In Progress	5
1020 S LINCOLN ST	Detached	Conditional Use	In Progress	5
1336 S 1000 E	Detached	Conditional Use	In Progress	5

ADDRESS	TYPE OF ADU	TYPE OF PROCESS	STATUS	DISTRICT
1371 S 500 E	Detached	Conditional Use	In Progress	5
1395 S PARK ST	Detached	Conditional Use	In Progress	5
235 E HUBBARD AVE	Detached	Conditional Use	In Progress	5
629 E ROOSEVELT AVE	Detached	Conditional Use	In Progress	5
942 S 900 E	Detached	Conditional Use	In Progress	5
952 S WINDSOR ST	Detached	Conditional Use	In Progress	5
1136 E SUNNYSIDE AVE	Detached	Permitted	Complete	5
1503 S 300 E	Attached	Permitted	Complete	5
824 E 900 S	Attache	Permitted	In Progress	5
1175 E SUNNYSIDE AVE	Detached	Permitted	In Progress	5
932 E PRINCETON AVE	Detached	Conditional Use	Voided	5
1405 S 1000 E	Detached	Conditional Use	Voided	5
1807 S 1900 E	Detached	Conditional Use	In Progress	6
1977 S SCENIC DR	Attached	Conditional Use	In Progress	6
1395 E MICHIGAN AVE	Attached	Conditional Use	In Progress	6
1792 S 2100 E	Detached	Conditional Use	In Progress	6
1695 S WASATCH DR	Detached	Conditional Use	In Progress	6
1620 E PRINCETON AVE	Detached	Conditional Use	Voided	6
2721 E 2100 S	Detached	Conditional Use	In Progress	6
1781 E 900 S	Detached	Conditional Use	Voided	6
2250 S 1800 E	Detached	Conditional Use	Complete	7
2321 S WINDSOR ST	Detached	Conditional Use	In Progress	7
2297 S LAKE ST	Detached	Conditional Use	In Progress	7
2496 S 1700 E	Detached	Conditional Use	In Progress	7
2595 S 800 E	Detached	Conditional Use	In Progress	7
1673 E GARFIELD AVE	Detached	Conditional Use	In Progress	7
1712 S 1000 E	Detached	Conditional Use	In Progress	7
1756 S WINDSOR ST	Detached	Conditional Use	In Progress	7
2174 S 1900 E	Attached	Conditional Use	In Progress	7
2579 S PARK ST	Detached	Conditional Use	In Progress	7
2651 S IMPERIAL ST	Detached	Conditional Use	In Progress	7
1978 S WINDSOR ST	Detached	Conditional Use	In Progress	7
1981 S VIEW ST	Detached	Conditional Use	Voided	7
2324 S GREEN ST	Attached	Conditional Use	Voided	7

REGULATIONS

HOW ARE THE ADU REGULATIONS WORKING?

The ADU ordinance lists several purposes for allowing ADUs. The purposes provide guidance for determining if the ADU ordinance is working. The listed purposes and a brief discussion of each purpose follows.

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

A total of 67 units have been approved under the current ADU ordinance. This represents a very small percentage of the total housing units in the city. In 2020, more than 3,500 housing units were approved by the Planning Commission and Historic Landmark Commission. Twenty-four of those were ADUs. That is approximately 0.6% of the approved housing units. There are approximately 44,000 single family dwellings. An ADU has been approved on approximately 0.15% of the properties.

The average size of ADUs is less than the maximum allowed in code and the average height is lower than what is allowed by code. From an appearance, standpoint, ADUs are not adversely impacting the appearance or scale of the neighborhoods where they are locating.



2. Provide more housing choices in residential districts;

A total of 9 ADUs have been built under the ADU ordinance. 21 are under construction and there are 17 building permits that are under review. It is likely that in 2021 most of those under construction will be completed. Some of the building permits under review will start construction and a few will be completed. It is reasonable to expect that there will be around 40 ADUs completed by the end of 2021. That would equate to about 13 ADUs completed per year. In basic terms the ADU ordinance is creating more housing choice. It is just doing it at a very slow rate and at a rate that is not making a noticeable impact on housing choice.

3. Allow more efficient use of existing housing stock, public infrastructure, and the embodied energy contained within existing structures;

Few ADUs are internal to existing buildings and few ADUs have been associated with a demolition and replacement of existing dwellings. The few ADUs that have been constructed are making use of existing housing stock. The internal ADUs have been done as renovations or additions to existing homes, preserving the embodied energy in the existing homes.

4. Provide housing options for family caregivers, adult children, aging parents, and families seeking smaller households;

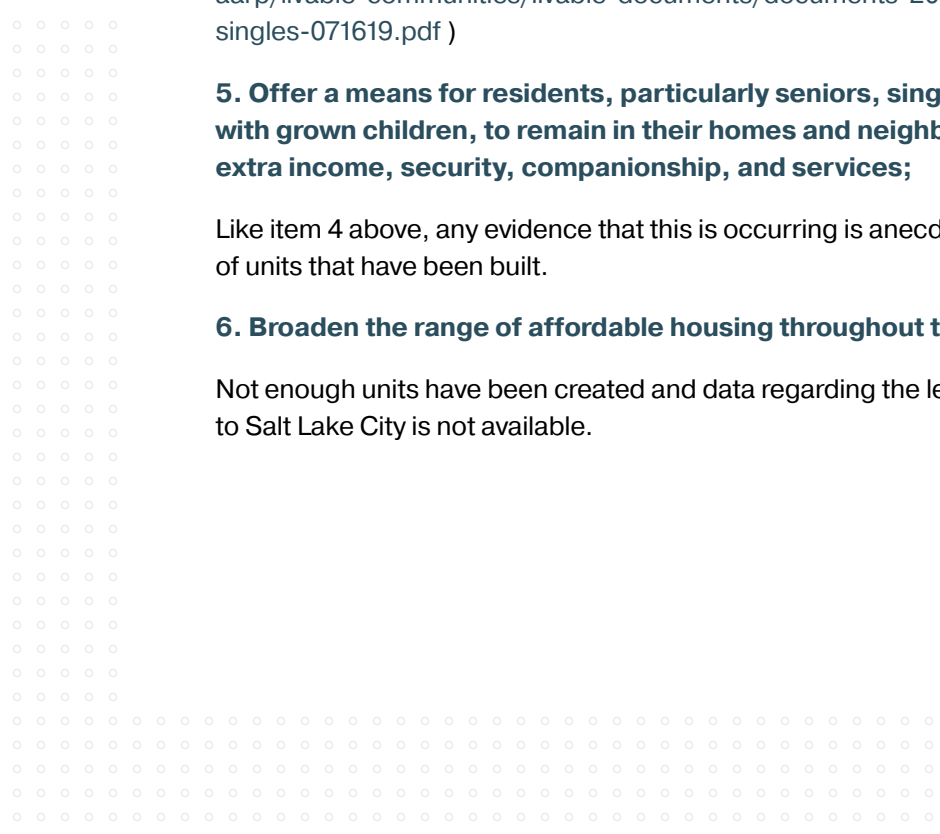
Any evidence that ADUs are providing housing options for family members is anecdotal at this point due to the low number of constructed dwellings. However, a survey from AARP shows that 84% of people over the age of 50 considering building an ADU would do so to provide housing for a family member (<https://www.aarp.org/content/dam/aarp/livable-communities/livable-documents/documents-2019/ADU-guide-web-singles-071619.pdf>)

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;

Like item 4 above, any evidence that this is occurring is anecdotal due to the low number of units that have been built.

6. Broaden the range of affordable housing throughout the City;

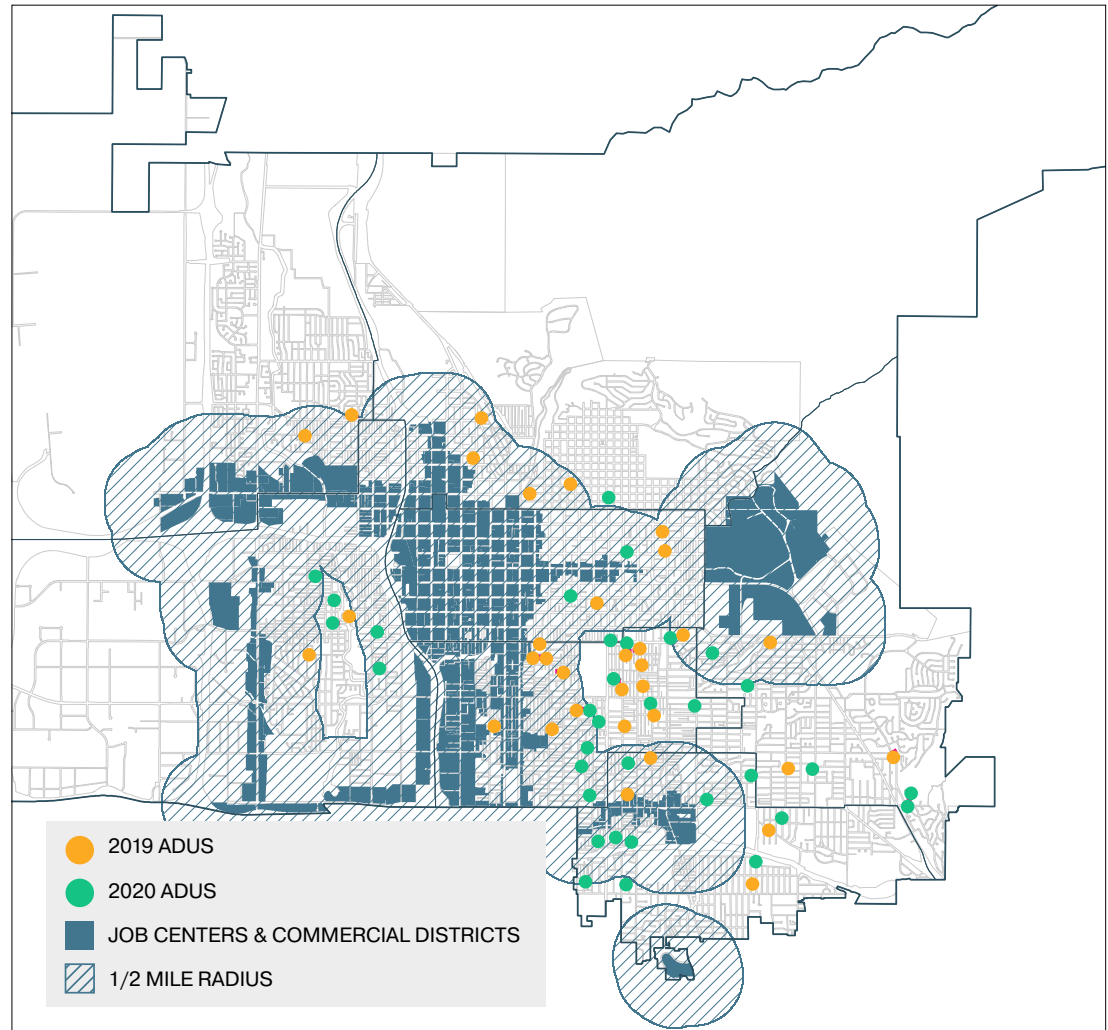
Not enough units have been created and data regarding the level of affordability specific to Salt Lake City is not available.



7. Support sustainability objectives by increasing housing close to jobs, schools, and services, thereby reducing greenhouse gas emissions and fossil fuel consumption;

The only data that is available to demonstrate that this purpose is being fulfilled is mapping the locations of the ADUs. The map shows that about 55% of ADUs are within ½ mile of major job centers and commercial districts where multiple services are located, 37% are within ¼ mile of a school.

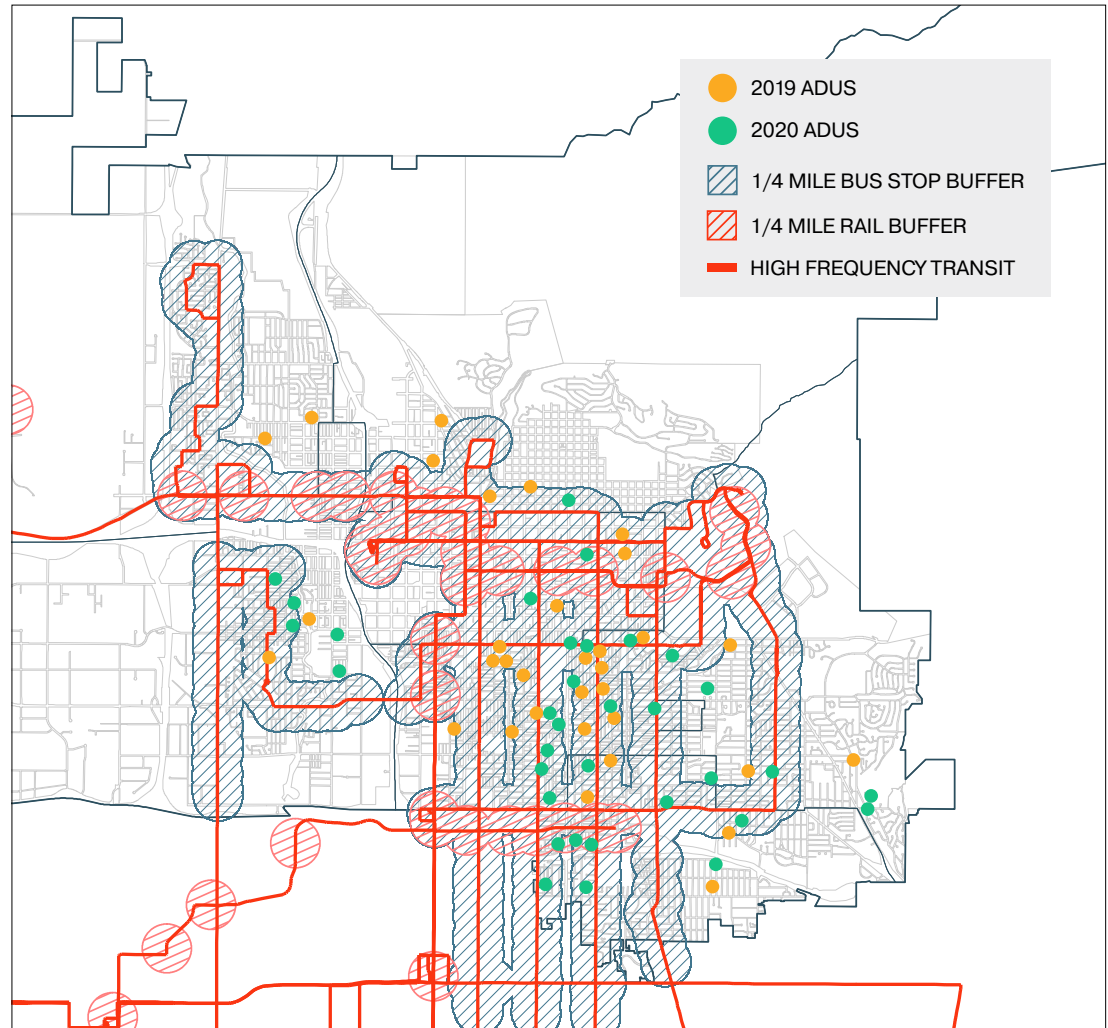
ADUS NEAR JOB CENTERS AND COMMERCIAL DISTRICTS



8. Support transit-oriented development and reduce auto usage by increasing density near transit; and

The Map below indicates that 70% of the ADUs are within ¼ mile of transit with frequencies of 15 minutes or less.

ADUS NEAR TRANSIT FREQUENCIES OF 15 MINUTES OR LESS



9. Support the economic viability of historic properties and the City’s historic preservation goals by allowing accessory dwellings in historic structures.

For the purpose of this section, historic structures are considered those located within local historic districts because the city has preservation related regulatory authority over those properties. To date, 3 ADUs have been approved in local historic districts. One of those ADUs was part of a new construction project on a vacant lot. There is not enough data to say that this purpose is being achieved. However, it is also not having any sort of detrimental impact on historic preservation goals.

IMPROVEMENTS

The ADU could be improved to achieve the stated purposes. Here are a few steps that could be taken.

1. Establish a goal for the number of ADUs in the city.

A goal for the number of ADUs should be established so it is easier to determine if the purposes are being fulfilled. Any goal should establish the target number of units and a time frame to get there. For example, if the goal is to have 1% of the housing stock be ADUs and there are roughly 44,000 single family dwellings in the city, a total of 440 ADUs would be needed. At the current rate of construction (13 ADUs per year), it would take almost 34 years to achieve that goal. Clearly, that is not helpful in addressing housing needs. Steps would need to be taken to increase the rate of construction. This would be an important first step to take and would influence the following steps.

2. Remove or reduce zoning barriers.

Zoning barriers that make it more difficult to construct ADUs include processes that add time and uncertainty, regulations that add expense, that do not serve a purpose of reducing impacts to immediate neighbors or cannot be explained. The decision to remove a barrier through changes to the ADU regulations should consider the goals, impacts, and to the extent possible the unintended consequences. Key zoning barriers include:

- **The conditional use process;**
- **Owner occupancy requirements;**
- **Entrance location regulations;**
- **Regulations of windows;**
- **Required parking;**
- **Excessive building setbacks; and**
- **Conflicting and confusing footprint and square footage regulations.**

3. Modify fees

Recalculating impact fees for ADUs could reduce the cost by several thousand dollars. Eliminating the conditional use requirement also eliminates the application fee.

4. Consider allocating funds to have pre-approved construction plans for ADUs.

This would allow a property owner to select a plan, develop a site plan, and pull a permit without having to go through the building permit review process. Permit fees would still apply, but the applicant would save money having to produce plans.

5. Consider a funding program for ADU construction

A funding program could make it easier for owners to finance ADUs. A program could provide some funds towards the construction. The city could utilize prerequisites to require an ADU utilizing these funds to maintain the ADU at a certain level of affordability for a set amount of time. This action would likely require additional resources to administer the program and long-term compliance with program rules.



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