

MEMORANDUM

TO:

Board of Adjustment

FROM:

Daniel Word, Planner Principal, Residential Review

DATE:

December 31, 2014

SUBJECT:

Appeal of Building Permit Approval at 904 Jessie Street

Timeline

An application was submitted to Residential Review on September 24, 2014 proposing to construct a new two-story single-family residence. The construction plans (Attachment A) related to the permit application were approved on November 24, 2014 and the subsequent building permit was activated on the same day.

An appeal (Attachment B) of the building official's administrative decision to approve the permit request was received on December 12, 2014.

Arguments

The appeal raises two issues. Firstly, the appellant (Zilker Neighborhood Association) challenges the applicant's method for measuring gross floor area as defined in Title 25-2 Subchapter F Article 3.3. The appellant asserts that the approved plans show measurements taken to the outside edge of framing only and does not include the exterior finish.

Secondly, the appeal questions the application of the "carport exception" provided in Title 25-2 Subchapter F Article 3.3.2.A.3. as it relates to the requirement that the open sides of the carport be clear and unobstructed for at least 80% of the area measured below the top plate to the finished floor. This particular case proposes a carport that is bounded by six "sides" rather than four, referred to by the appellant as an "L-shaped" carport.

The appellant also takes issue with the location of a covered porch immediately adjacent to the carport structure. In this particular case, the appellant argues that placing the porch in the proposed location should disallow the adjacent "side" of the carport area to be used towards the required "open sides" necessary to obtain the exception from gross floor area.

Commentary

Related to the first issue, gross floor area is defined in the code under Title 25-1-21 (44) as the total enclosed area of all floors of a building, measured to the <u>outside surface of the exterior walls</u>. Subchapter F essentially adopts this same language, only making further provisions for parking areas, porches, attics, and basements. It appears that the applicant has taken measurements to the outside edge of the framing, which would align with the foundation edge. Such a method would ignore the thickness of the exterior finish material.

The second issue raised is a challenging subject. The code requires that the parking area be "open on two or more sides" and that the open sides are "clear and unobstructed for at least 80% of the area measured below the top of the wall plate to the finished floor of the carport". This section of code is very specific regarding the vertical dimensions to be calculated, but is vague when describing the horizontal dimensions to be considered. The appellant outlines various possible interpretations and circumstances that can arise given the vagueness and lack of clarity or specificity in the code.

The Land Development Code offers no direction or definition as to what should constitute a "side" of a carport. The LDC defines a carport in Title 25-1-22 as "a roofed space used as shelter for a parked vehicle". The International Residential Code (2012 IRC) simply defines a carport as being "open on at least two sides". The Transportation Criteria Manual does provide minimum depths and widths for parking stalls. For residential 90° head-in, back-out parking, staff requires stalls to be a minimum of 8.5 feet in width and 17 feet in depth.

The location of the entry porch also creates a difficult assessment. The code exempts ground floor porches less than 200 square feet from the gross floor area calculation provided that they are not accessible by automobile and not connected to a driveway. In this case, the porch is not capable of being driven into by an automobile and does not connect to the driveway.

So while the question as to whether the porch itself is exempted from gross floor area is not being appealed, the location of the porch places the "carport" exemption in question. The 2012 IRC does provide for minimum widths for egress doors (R311.2) and hallways (R311.6). The porch area provides an egress door of 42 inches (32 inches minimum requirement) and a porch width of 67.5 inches. Were the porch area treated as a hallway under the IRC, the minimum width would be 36 inches.

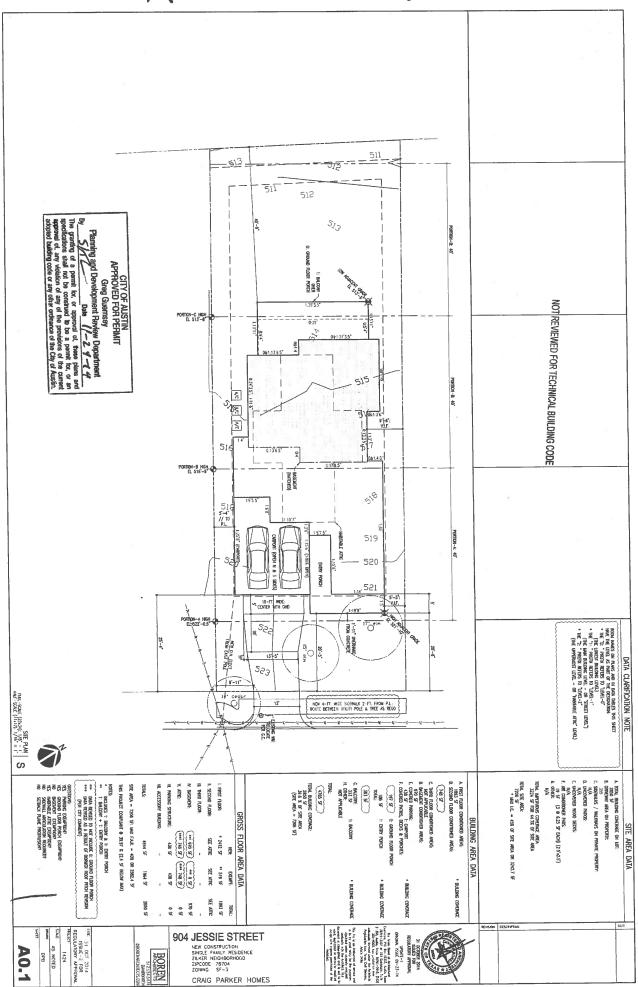
Recommendation

Regarding the first issue, staff concurs with the position of the appellant that gross floor area measurements should be taken to the "outside surface of the exterior walls" as written in the code, which in the opinion of staff, should include exterior finishes, inclusive of masonry, siding, stucco or other materials. Staff respectfully requests the Board uphold the appeal and require the construction plans be corrected to comply with the interpretation of both staff and the appellant as it relates to the calculation of gross floor area.

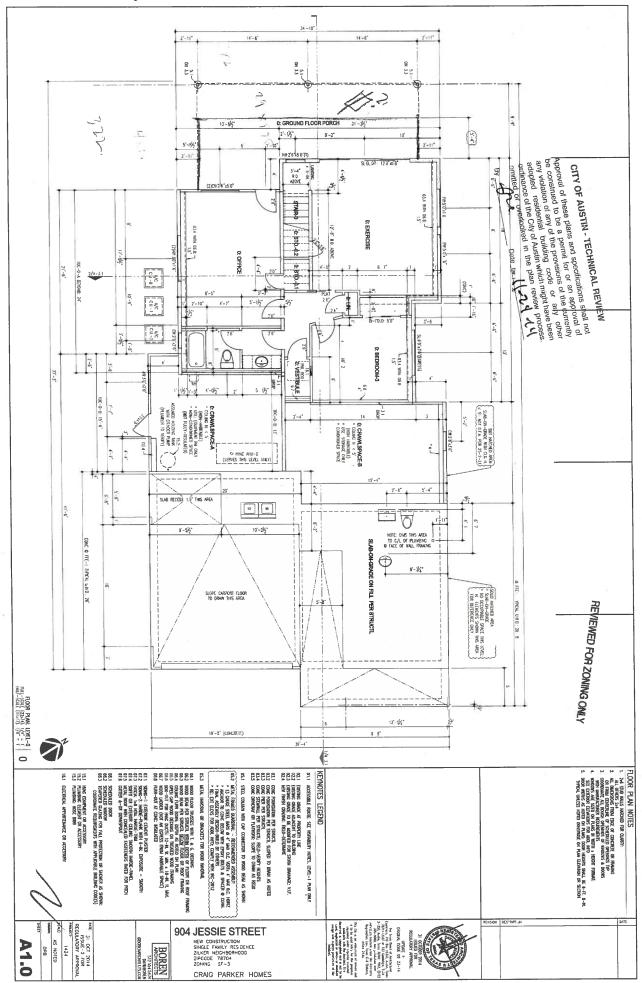
Regarding the second issue, as a control to the potential absurdities created by the limited language in the code, staff suggests using the minimum stall width and depth requirements as a guide in determining a "side" of a carport. For instance, if an applicant is proposing a two-car carport, with parking stalls adjacent (side-by-side) to one another, such as is the case presented tonight, that no "side" used toward the minimum opening requirement be less than 17 feet in length.

The code does not openly prohibit porches from being located adjacent to carport areas provided that the porch cannot reasonably be used as additional parking space. This fact, coupled with the finding that the covered porch adjacent to the carport area meets the minimum dimensions for egress, landings, and hallways, staff suggests the porch area be analyzed independently of the carport area. Thus staff recommends that the Board deny the appeal and support the staff interpretation as it relates to the "carport exemption".

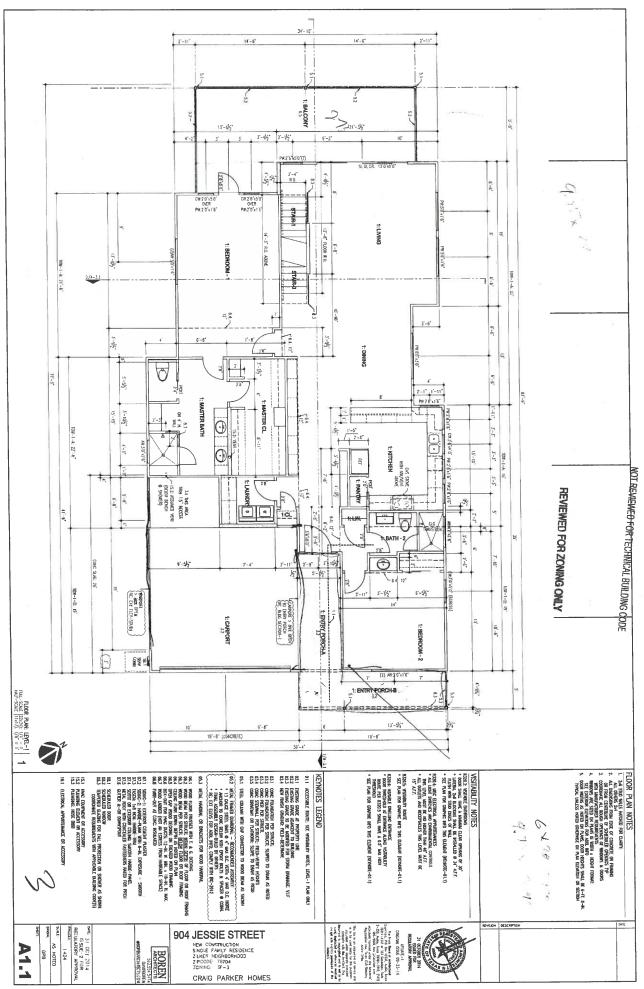
Attachment A



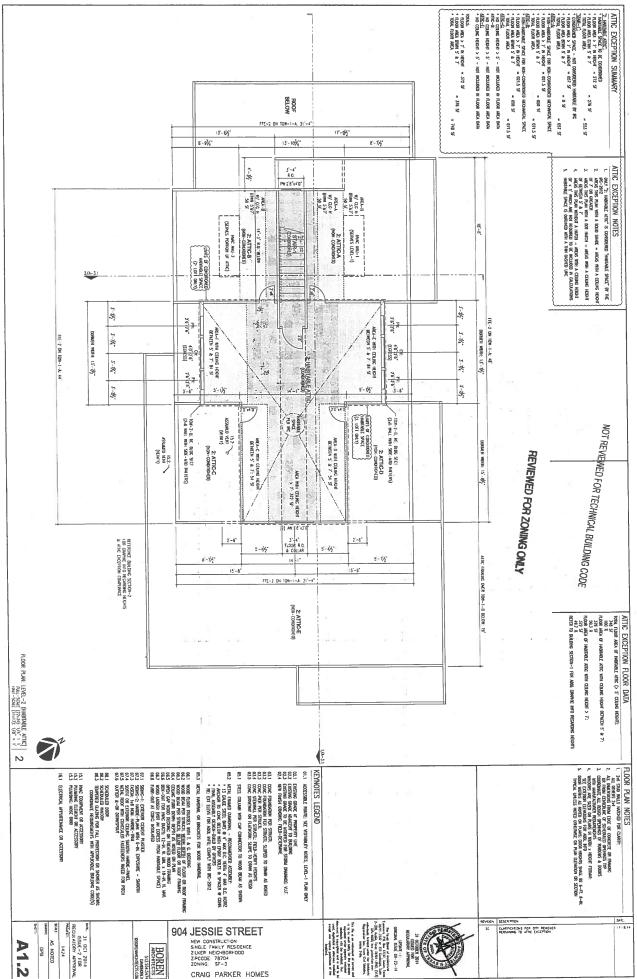
Attachment A(2)



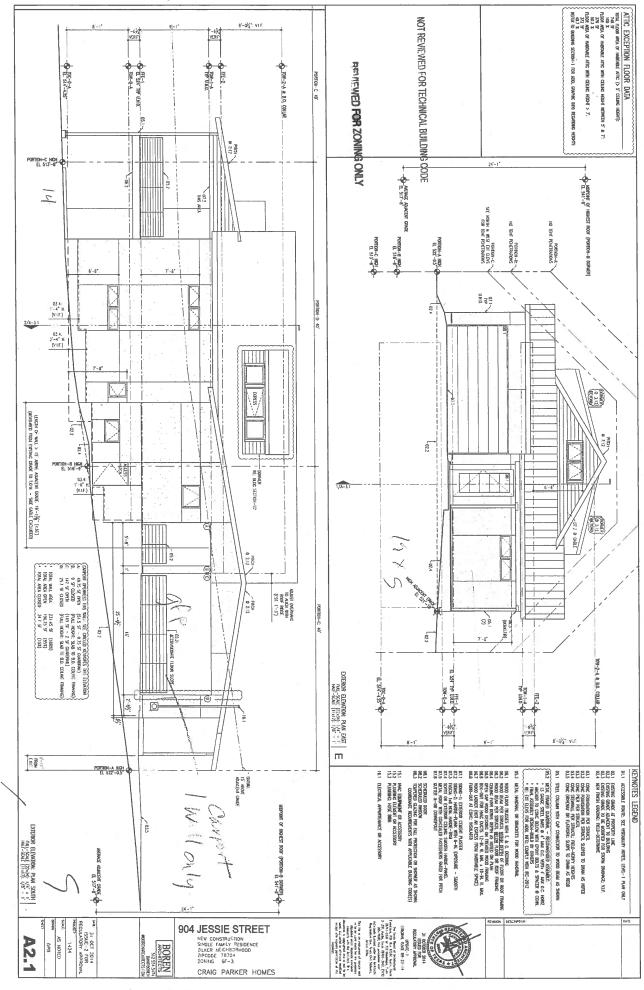
Attachment A (3)



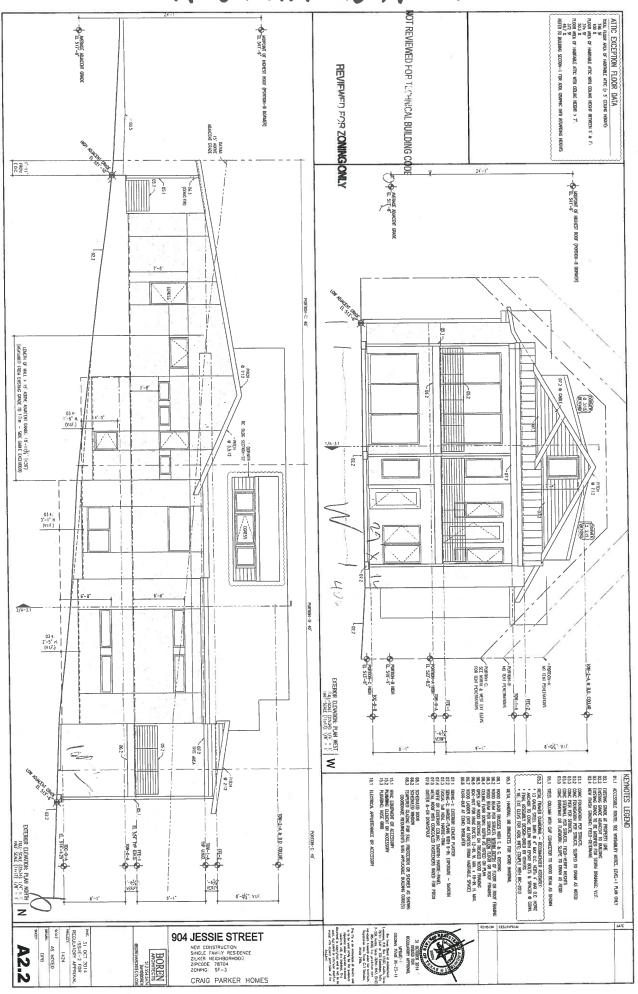
Attachment A (4)



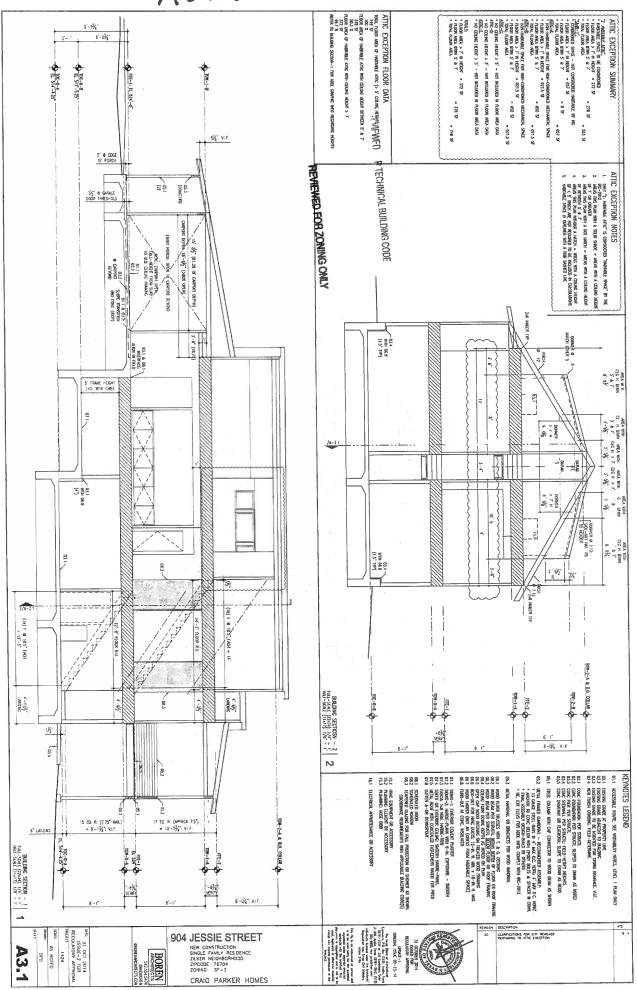
Attachment A (5)



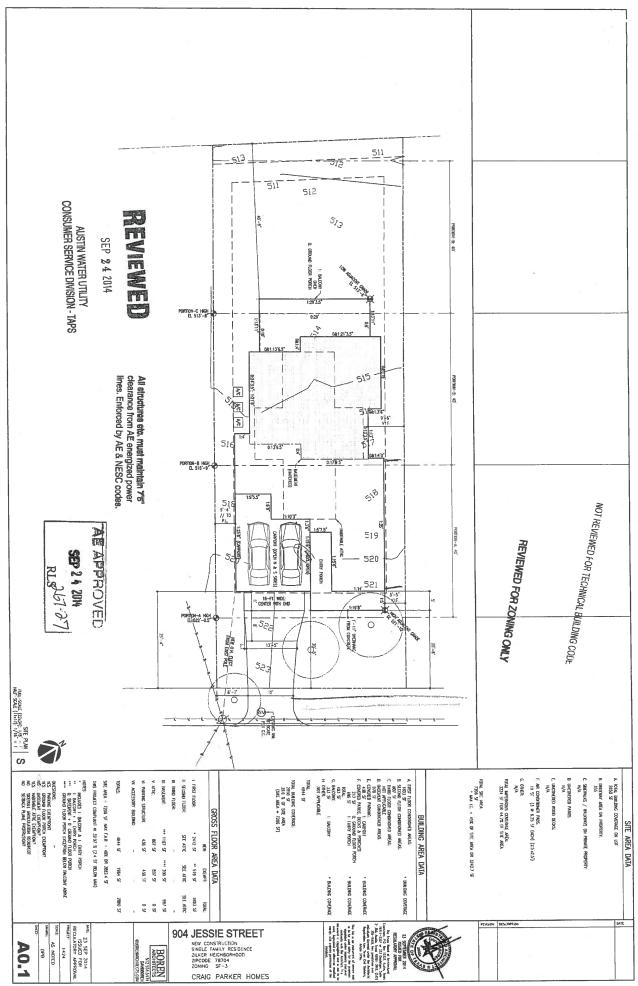
Attachment A (6)



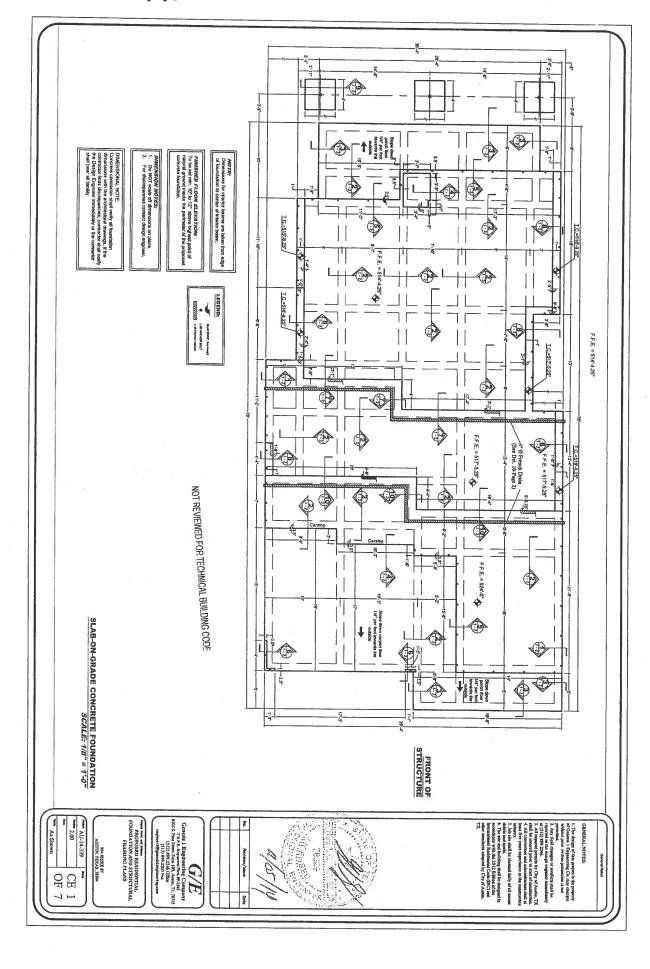
Attachment A (7)



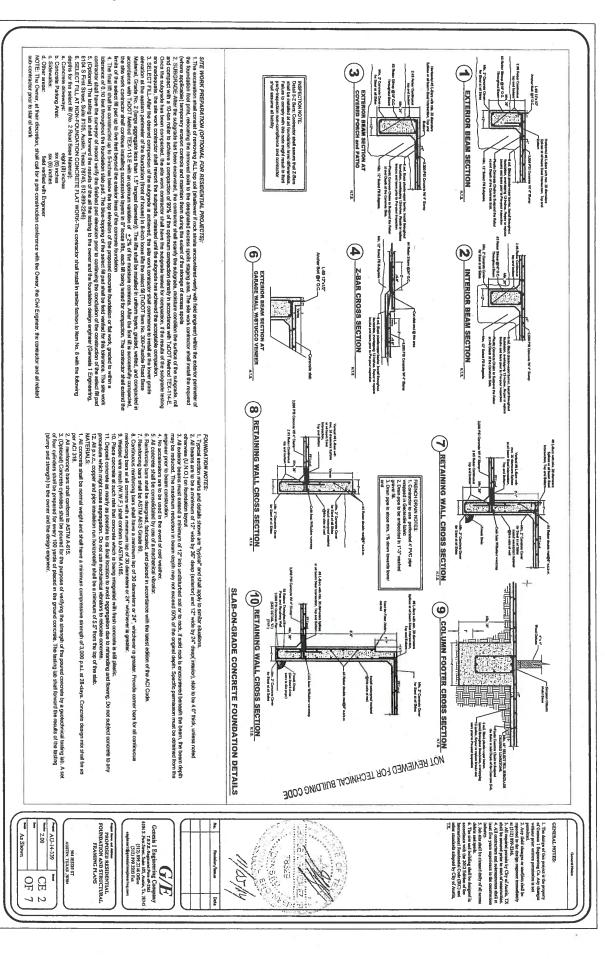
Attachment A (8)



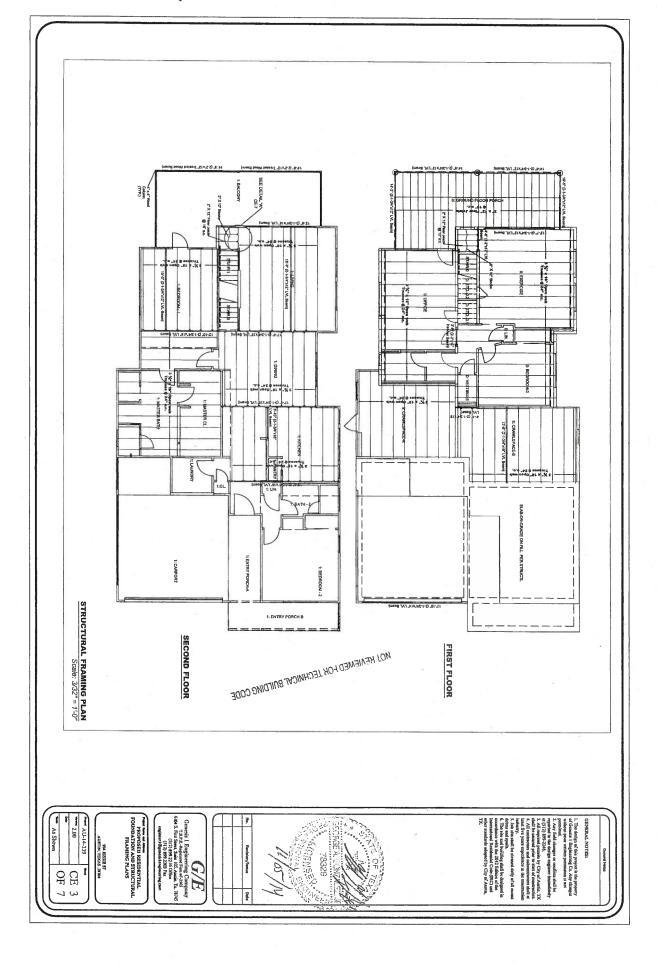
Attachment A (9)



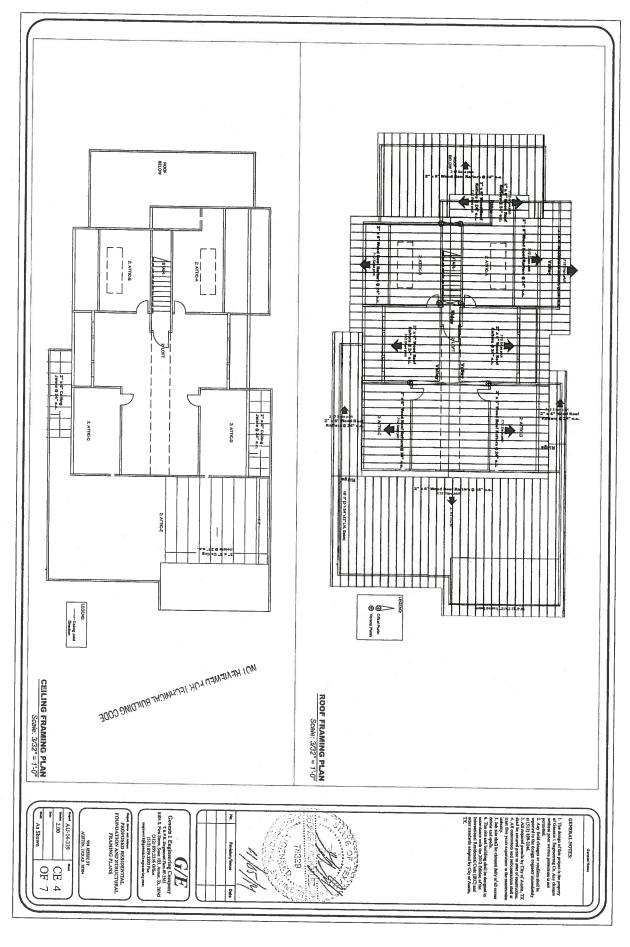
Attachment A (10)



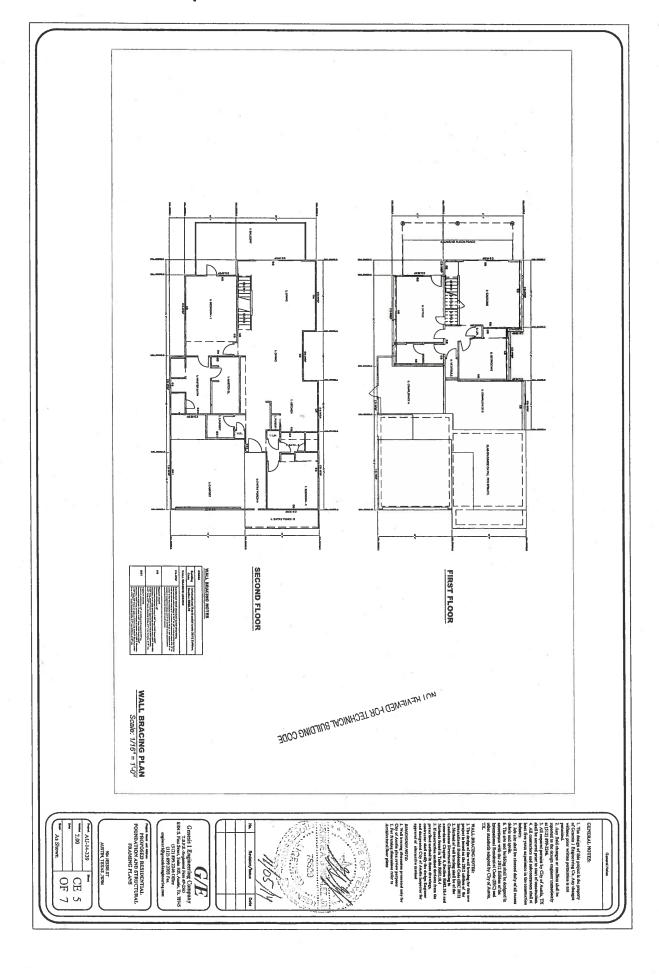
Attachment A (11)



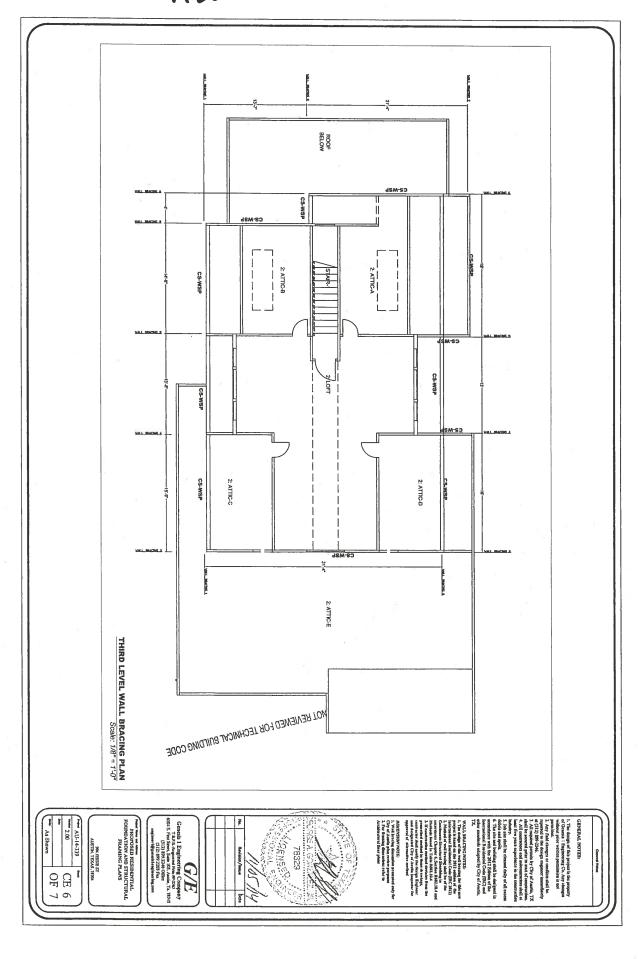
Attachment A (12)



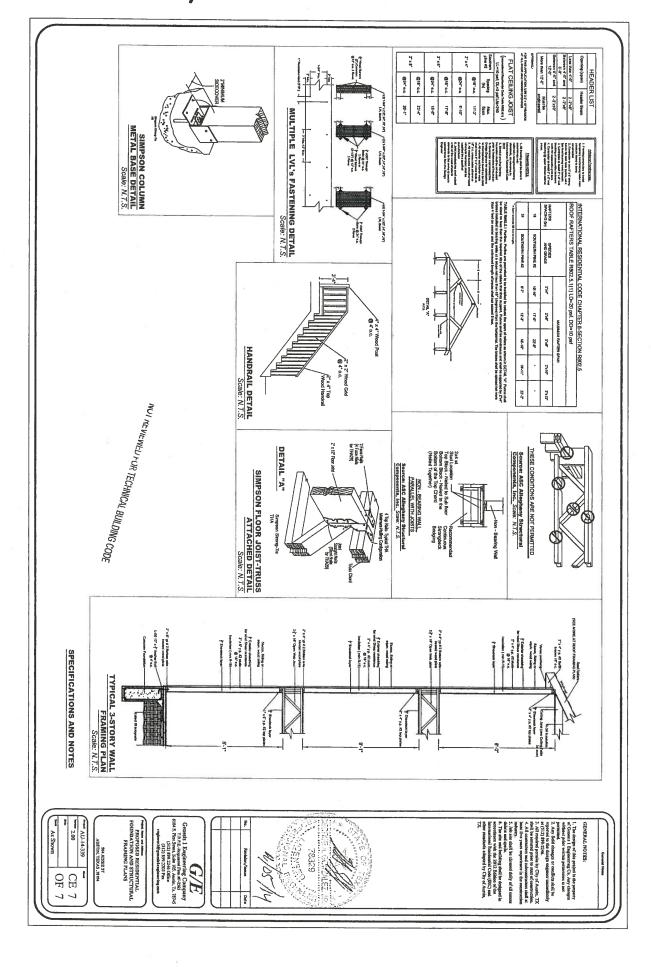
Attachment A (13)



Attachment A (14)



Attachment A (15)



Attachment B

NOTICE OF APPEAL INFORMATION

Austin City Code ARTICLE 7. APPEALS, VARIANCES, SPECIAL EXCEPTIONS, AND ADJUSTMENTS. **Division 1. Appeals**

(see page 2 of 2 for appeal process)



Plan	ning and D	Development Re	eview Dep	artment
Address of Property in Question 904 Jessie St		Permit Number 2014-102999 PR		
Appellant Filing Appeal Zilker Neighborhood	Association		subject pr hborhood b	
Appellant's status as Interested Party neighborhood assoc	iation in w	hich subject prop	perty is lo	ocated
Appellant Contact Information		Permit Holder Contact Information		
Name David King, President, ZNA		Name Homes By Parker(Darrell C. Parker)		
Street 1808 Kerr Street	Street P. O. Box 162942			
City State Austin TX	Zip 78704	City Austin	State TX	Zip 78716
Telephone (512)415-6016	Telephone (512) 327-2877			
E-Mail dking@austin.rr.co	E-Mail info@craigparkerhomes.com			
Date of Decision Being Appealed: 24 Nov 2014		Date Appeal is Filed: 12 Dec 2014		
Decision being appealed: (use additional issuance of building		4-102999 PR for 9	904 Jessie	St
Reason the appellant believes the deciron The applicant has 1) failed to 2) has not complied with the recomply with the McMansion ordinates attached details.	measure McMansion quirements of the	n FAR to the outside surf carport exemption. As a	ace of the externation result, the hou	rior walls and
		R CITY USE ONLY		
Hearing Date:	Board or C	commission:		
Action on Appeal:	I		Date of Action	······
		lg 101 Page 1 of 2		
The applicant must compete		ign before this applicatio		

Attach ment B (2)

Page 2 of 2

Appeal Process

You may appeal by following the Land Development Code requirements below. You must complete the form with all required information.

ARTICLE 7. APPEALS, VARIANCES, SPECIAL EXCEPTIONS, AND ADJUSTMENTS.

Division 1. Appeals.

§ 25-1-181 STANDING TO APPEAL.

- (A) A person has standing to appeal a decision if:
 - (1) the person is an interested party; and
 - (2) a provision of this title identifies the decision as one that may be appealed by that person.
- (B) A body holding a public hearing on an appeal shall determine whether a person has standing to appeal the decision.

Source: Section 13-1-250; Ord. 990225-70; Ord. 030828-65; Ord. 031211-11.

§ 25-1-182 INITIATING AN APPEAL.

An interested party may initiate an appeal by filing a notice of appeal with the responsible director or building official, as applicable, not later than:

- (1) the 14th day after the date of the decision of a board or commission; or
- (2) the 20th day after an administrative decision.

Source: Section 13-1-251(a); Ord. 990225-70; Ord. 031211-11.

Attachment B (3)

904 JESSIE STREET (PERMIT NUMBER 2014-102999 PR)

Reasons the Decision Does Not Comply with the Requirements of the Land Development Code:

1) The Land Development Code (LDC) requires that the gross floor area be measured to the outside surface of the exterior walls:

SUBCHAPTER F: RESIDENTIAL DESIGN AND COMPATIBILITY STANDARDS § 3.3. GROSS FLOOR AREA.

In this Subchapter, GROSS FLOOR AREA has the meaning assigned by Section 25-1-21 (Definitions), with the following modifications:

3.3.1. In this Subchapter, GROSS FLOOR AREA means all enclosed space, regardless of its dimensions, that is not exempted under subsections 3.3.2, 3.3.3, or 3.3.4.

§ 25-1-21 DEFINITIONS.

(44) GROSS FLOOR AREA means the total enclosed area of all floors in a building with a clear height of more than six feet, measured to the outside surface of the exterior walls. The term includes loading docks and excludes atria airspace, parking facilities, driveways, and enclosed loading berths and off-street maneuvering areas.

The architectural plans of the first and second floor appear to be drawn to the outer edge of the wood framing and <u>not</u> to the "outside surface of the exterior walls" which is demonstrated by the fact that the first floor plan dimensions match the foundation plan dimensions. Normally, the edge of the framing is aligned with the foundation edge. When sheathing and siding are added, this dimension is typically increased by more than an inch on all sides. Since the criteria for calculating the McMansion FAR is measurement to the "outside surface of the exterior walls", the McMansion FAR is not calculated correctly. If one assumes a ½" sheathing and ¾" siding, the first floor area is increased 22.9 sq ft and the basement floor area is increased by 10.3 sq ft. This is an additional 33.2 sq ft that must be added to the McMansion FAR calculation. Using AutoCAD and the applicant's dimensions, ZNA calculated an area of 1,893.0 sq ft for the first floor and 968.9 sq ft for the basement floor as measured to the edge of framing, for a total of 2,861.9 sq ft. Adding the additional 33.2 sq ft for the area from the edge of framing to the outside surface of the exterior wall makes the total FAR 2,895.1 sq ft. This is 40.17% or 12.7 sq ft over the maximum limit of 40%. The gross floor area contained in the floor plans must be reduced to comply with the LDC.

For the record, please note that the applicant's math and the total gross floor area shown on the McMansion calculation sheet on page 3 of the application are in error (1893 sq ft + 970 sq ft = 2,863 sq ft, not 2,880 sq ft).

Attachment B (4)

2) For the record, please note that this project is claiming a "parking area" exemption even though the checkbox is not correctly checked on page 3 of the application. The Land Development Code (LDC) requires that the carport (parking area) be open 80% on at least two sides to be exempted from gross area floor calculations:

SUBCHAPTER F: RESIDENTIAL DESIGN AND COMPATIBILITY STANDARDS § 3.3. GROSS FLOOR AREA.

In this Subchapter, GROSS FLOOR AREA has the meaning assigned by Section 25-1-21 (Definitions), with the following modifications:

- 3.3.2. Subject to the limitations in paragraph C below, the following parking areas and structures are excluded from gross floor area for purposes of this Subchapter:
- A. Up to 450 square feet of:

. . .

- 3. A parking area that is open on two or more sides, if:
 - i. it does not have habitable space above it; and
 - ii. the open sides are clear and unobstructed for at least 80% of the area measured below the top of the wall plate to the finished floor of the carport.

ZNA believes the applicant does not meet this requirement because the applicant's calculation of the carport opening on the north side is a) not greater than 80% and b) not clear and unobstructed.

a) The applicant is utilizing an L-shaped carport, which creates issues in calculating the percentage of the opening on the north side of the carport. ZNA believes utilizing an L-shaped carport allows one to misinterpret the intent of the ordinance and circumvent it. There is no real question as to the length of the opening. However, there is a difference of interpretation with respect to the overall length of the wall to be used in calculating the percentage of the opening. There are three ways one might calculate the overall length of the north wall as shown in Exhibit A. The applicant is utilizing Method 2 although some applicants are even arguing for the use of Method 3. ZNA believes Method 1 is the correct way to calculate the opening. Using this method, the opening is only 59.3%. Using Method 2, the opening is almost exactly 80%. Please note that in using Method 2, the applicant calculates the opening percentage to be 81.3% as shown in Drawing A3.1. This is because the applicant incorrectly uses an overall length of 18'-8½" instead of the actual 19' as shown on the first floor plan in Drawing A1.1.

ZNA believes it is a misinterpretation of the ordinance to not require the overall measurement along the full length of the entire carport. The problem associated with using Method 2 is illustrated more fully in Examples 1 through 6 of Exhibit B. As part of

Attach ment B (5)

the internal carport wall shifts from Example 1 to Example 6, it becomes more and more apparent that the overall length of the wall opening should be measured using Method 1. If one were to accept the use of Method 2, then it must be decided at which point (from Example 1 to Example 6) the measurement of the overall length should be switched to Method 1 from Method 2.

The applicant is claiming that the north side of the carport is clear and unobstructed. ZNA believes that an assertion that a carport opening is clear and unobstructed when it is immediately adjacent to an enclosed and covered entry way is not only inconsistent with the plain wording of the ordinance, it is completely inconsistent with the intent of the ordinance. Since the ordinance grants only a 200 sq ft exemption for an enclosed parking area, we believe that the clear and unobstructed wall openings required for a carport were specifically intended to prevent the additional mass that would be created by constructing an enclosed parking area (i.e., a garage) to the front of a house. The idea was that an open carport could qualify for the larger 450 sq ft exemption because this type of parking area would not seem so massive. The applicant for 904 Jessie, as well as other applicants, are attempting to use the carport exemption to essentially allow construction of something that very closely resembles an enclosed garage. ZNA does not believe the carport exemption was ever intended to allow garage doors on carports. However, the ordinance does seem to permit this as the current project demonstrates. What the ordinance does not permit, and should not be interpreted to permit, is for the "carport" to become even more similar to a garage by allowing one side of it to be completely enclosed with an entry way that is itself also enclosed and covered.

Exhibit B illustrates possible examples of parking areas that are adjacent to covered and enclosed entry ways. ZNA believes that Examples 1 through 6 are instances where the carport opening is not clear and unobstructed. We believe Examples 7 and 8 are acceptable under the current wording of the ordinance.

Under what ZNA believes is the correct interpretation of the LDC, the applicant should only be entitled to a 200 sq ft exemption for the attached parking area. With only a 200 sq ft exemption, another 238 sq ft must be added to the McMansion FAR. This pushes the FAR percentage well over the 40% requirement.

