

**STAFF REPORT**

<b>Application:</b>	Requests related to constructing additions to an existing dwelling. Approvals required include Variances to construct a 10' x 24' addition and a triangular screen porch to an existing dwelling approx. 55 feet from Bass Lake (min. 75 ft required) and 1-3 feet from a side lot line (min. 15 ft required) on a lot that exceeds the maximum allowed 25% impervious coverage limit (net impervious coverage to be reduced as part of proposal).
<b>Applicant and Property Owner:</b>	Greg Jaeger
<b>Agenda Item:</b>	4(e)

**Background Information:**

- **Proposal:** The applicants are proposing to construct an addition to the north/east side of their home (in place of an existing screen porch) and then construct a new screen porch to the lakeside (west) of the dwelling. The new additions would be within the lake setback and attached to a dwelling that is currently about 1-3 feet from the side lot line.
- **Location:**
  - Property address: 11321 Kimball Ave NW , Annandale
  - Sec/Twp/Range: 5-121-27
  - Parcel number(s): 206087000170
- **Zoning:** R1 - Urban/Rural Transition/S2 - Residential-Recreational Shorelands, Bass Lake (General Development lake)
- **Lot size:** Approx. 28,749 sq ft (0.66 acres) according to Beacon GIS estimate.
  - Existing Impervious Coverage:
    - Buildings: About 1803 sq ft (6.3%)
    - Total: About 7313 sq ft (25.4%)
  - Proposed Impervious Coverage:
    - Buildings: About 2017 sq ft (7.0%)
    - Total: About 7258 sq ft (25.2%)
- **Septic System Status:** The property is served by an existing septic system and drainfield found installed in 2004.
- **Natural Features:**
  - Floodplain: The existing and proposed structures are not within an identified floodplain. The ordinance, however, requires that the lowest floor of a dwelling be constructed at least 4 feet above the highest known water level.
  - Bluff/Steep Slopes: The lot does not contain a bluff. The lot does not contain steep slopes that would impact the proposed improvement(s) to the property.

- Wetlands: There are not wetlands that are likely to be impacted by the proposed improvement(s) to the property.
- Current Shoreline Conditions: The shoreline of the property consists primarily of mowed grass with some mature trees.

- **Permit History:**

- 1960 - Apparent date the existing home was constructed on the lot (from Assessor's records)
- 2005 - Construction of detached garage (specified as not allowed to have living area in the upper level)
- 2004 or 2007 - New septic system

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**Board of Adjustment Action:** The Board of Adjustment may approve the variance request, deny the request(s), or table the request(s) if the Board should need additional information from the applicant. If the Board should approve or deny the request, the Board should state the findings which support either of these actions.

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**Staff Comments:**

1. This property is the middle of three properties all owned by the same persons. The application involves removing approximately 75 sq ft of paver patio adjacent to the proposed screen porch that would result in a net reduction of about 55 sq ft according to the applicant's calculations.
2. The proposed alteration to the house would involve replacing the entire roof with a higher pitch (7/12) - allowing for vaulted ceilings and a partial lofted storage area. The garage on the property was constructed in 2005/2006 and the permit specified "no habitation - storage only. No bedrooms allowed." The applicant states that there is a bedroom in the upper level - apparently constructed by a different member of his family.

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**Staff Recommendation:** Based on the findings of fact and discussion listed below, Staff recommends approval of the proposed Variance only if it is found that the standards for approval have been met and that adding structure closer to the lake is justified.

If the application or some version of the application is approved, Staff would recommend consideration for the following conditions of approval (or tabling of the application to allow for review of revised plans consistent with the following):

1. Erosion and sedimentation control measures must be installed and maintained until the construction areas have been stabilized. These shall include at a minimum silt fences between any areas of disturbance (if there will be any) and the lake as well as to any neighboring properties which are downslope of the disturbed areas. Once disturbed areas are no longer being used for construction purposes, these shall be covered with mulch, erosion control blankets, hydroseed or other forms of temporary cover until vegetation is re-established.
2. The applicant shall submit a permanent stormwater management plan designed to minimize the potential for ongoing erosion or sedimentation and to allow adequate time for infiltration or other

treatment of rainwater from the lot prior to it flowing into the lake, wetlands, road right-of-way or onto adjoining properties. These may include directing rain gutters to appropriate areas, rain barrels, establishing or maintaining a buffer of native vegetation along the shoreline, or other acceptable best management practices. Once approved, the plan should be implemented at the time of construction or within a reasonable time period after construction is completed and maintained indefinitely.

3. The applicant shall submit information sufficient to show that the existing sewer system is compliant with state and county requirements and adequately sized for all bedrooms on the property. If it is not, any excess bedrooms shall be removed or the septic system modified to accommodate the additional bedroom(s).

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**Applicable Statutes/Ordinances:** See Appendix A.

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**Findings of Fact:** The following findings of fact are presented by Staff for consideration by the Board of Adjustment:

- 1) **Variations shall only be permitted when they are in harmony with the general purposes and intent of the official control.**

The spirit and intent of the relevant ordinances are as follows:

The spirit and intent of the ordinance's setback requirements between a building or structure and a lake or river, according to the DNRs SONAR statement in 1989, is: "In general, structure setbacks are needed to provide an adequate distance between the development of a shoreland area and the adjacent waterbody or near blufftops to control the resource damaging effects of non-point source pollution. Soil erosion and subsequent sedimentation in water bodies and the loading of nutrients, toxics and other pollutants to the water body from shoreland area surface water runoff are examples of non-point source pollution."

The spirit and intent of the ordinance's setback requirements between a building or structure and a side lot line is to require some space between buildings and other improvements and the adjacent lot and to maintain space between structures. Its' intent is also to maintain consistency from one property to the next in this setback.

The spirit and intent of the ordinance's limitation on lot coverage by impervious surfaces is to help minimize the amount of stormwater that runs off a property where it would be more likely to negatively impact nearby properties and public right-of-way. In shoreland areas, it is also intended to help protect lake water quality by allowing more stormwater runoff to infiltrate into the ground rather than into the lake.

#### Findings Supporting Approval

The proposed improvements would be in harmony with the general purpose and intent of the requirements because screen porches are a very common element on homes around the lake and the proposed dwelling addition will not increase building or impervious coverage beyond what exists now. The only increase in building coverage will be a small part of the screen porch and will be offset by reduction in patio area.

Findings Supporting Denial

The proposed improvements would not be in harmony with the general purpose and intent of the requirements because the proposed screen porch will be the closer to the lake than any other dwelling/porch structures in the immediate area.

**2) Variances shall only be permitted when they are consistent with the comprehensive plan.**

Findings Supporting Approval

The granting of the requested variance(s) is not inconsistent with the Comprehensive Plan because it would represent an anticipated use within the relevant zoning district(s). A stormwater management plan is required as part of the approval so as to address issues related to stormwater, the project will not require the removal of substantial numbers of trees and any grading and filling for the project can be adequately managed through the required erosion control practices.

Findings Supporting Denial

The granting of the requested variance(s) would be inconsistent with the Comprehensive Plan because it would result in a structure that is closer to the lake than any other dwelling in the immediate area. This would be in conflict with the Comprehensive Plan's goal of consistent enforcement of regulations when a practical difficulty has not been shown.

**3) The property owner proposes to use the property in a reasonable manner not permitted by an official control.**

Findings Supporting Approval

The proposed use of the property is reasonable because screen porches are common and the proposed porch will not go significantly closer to the lake than the existing deck structure and overall impervious coverage will be reduced.

Findings Supporting Denial

The proposed use of the property is not reasonable because it will result in a structure closer to the lake than any other dwellings/porches in the immediate area.

**4) The plight of the landowner is due to circumstances unique to the property not created by the landowner.**

Findings Supporting Approval

The plight of the landowner is due to factors that they did not create because the need for the variance(s) is due largely to the location of the existing house (originally built in 1960) and the small size of the lot.

Findings Supporting Denial

The plight of the landowner is due to factors that they created themselves because they have an existing screen porch to the side of their house that they are seeking to turn into year-round living area and then adding a new porch closer to the lake. It would appear possible to find another way to allow for the home to be enlarged to the rear while retaining the existing screen porch to the side of the building.

**5) The variance, if granted, will not alter the essential character of the locality.**

Findings Supporting Approval

The essential character of the area would not be altered because both the current area and the proposed use are residential in character.

Findings Supporting Denial

The essential character of the area would be altered because the proposed use would create a structure closer to the lake than any other dwelling/porch in the immediate area.

**6) Economic considerations alone do not constitute practical difficulties.**

Findings Supporting Approval

Economic considerations are not the only reason the applicant cannot meet the requirements of the ordinance because there are non-economic factors involved, as mentioned above.

Findings Supporting Denial

Economic considerations are the only reason the applicant cannot meet the requirements of the ordinance because the proposed layout and modifications maximize the value of the property as compared to alternative ways of adding living space to the home.

**7) No variance may be granted that would allow any use that is not allowed in the zoning district in which the subject property is located.**

Findings Supporting Approval

The proposed use is identified as a permitted use in the zoning district where the applicant's property is located.

Findings Supporting Denial

None

**8) The practical difficulty cannot be alleviated by a method other than a variance.**

Findings Supporting Approval

Avoidance of the need for a variance is not possible because any construction attached to the existing dwelling would require a variance of some kind.

Findings Supporting Denial

The applicant could minimize the need for variances by retaining the existing screen porch on the side of the building and expanding the dwelling to the rear or upward.

**9) The granting of the variance will not adversely affect the environmental quality of the area.**

Findings Supporting Approval

The proposal will not have any significant adverse impact on the environmental quality of the area provided proper measures are taken to manage stormwater and erosion. The proposed conditions of approval require such a plan.

Findings Supporting Denial

None

## Appendix A

### Applicable Statutes and Ordinances

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#### Minnesota Statutes

#### **462.357 (2016) OFFICIAL CONTROLS: ZONING ORDINANCE.**

##### Subd. 6. Appeals and adjustments.

Appeals to the board of appeals and adjustments may be taken by any affected person upon compliance with any reasonable conditions imposed by the zoning ordinance. The board of appeals and adjustments has the following powers with respect to the zoning ordinance:

(1) To hear and decide appeals where it is alleged that there is an error in any order, requirement, decision, or determination made by an administrative officer in the enforcement of the zoning ordinance.

(2) To hear requests for variances from the requirements of the zoning ordinance including restrictions placed on nonconformities. Variances shall only be permitted when they are in harmony with the general purposes and intent of the ordinance and when the variances are consistent with the comprehensive plan. Variances may be granted when the applicant for the variance establishes that there are practical difficulties in complying with the zoning ordinance. "Practical difficulties," as used in connection with the granting of a variance, means that the property owner proposes to use the property in a reasonable manner not permitted by the zoning ordinance; the plight of the landowner is due to circumstances unique to the property not created by the landowner; and the variance, if granted, will not alter the essential character of the locality. Economic considerations alone do not constitute practical difficulties. Practical difficulties include, but are not limited to, inadequate access to direct sunlight for solar energy systems. Variances shall be granted for earth sheltered construction as defined in section 216C.06, subdivision 14, when in harmony with the ordinance. The board of appeals and adjustments or the governing body as the case may be, may not permit as a variance any use that is not allowed under the zoning ordinance for property in the zone where the affected person's land is located. The board or governing body as the case may be, may permit as a variance the temporary use of a one family dwelling as a two family dwelling. The board or governing body as the case may be may impose conditions in the granting of variances. A condition must be directly related to and must bear a rough proportionality to the impact created by the variance.

#### **394.36 (2016) NONCONFORMITIES**

Subd. 5. Existing nonconforming lots in shoreland areas. (a) This subdivision applies to shoreland lots of record in the office of the county recorder on the date of adoption of local shoreland controls that do not meet the requirements for lot size or lot width. A county shall regulate the use of nonconforming lots of record and the repair, replacement, maintenance, improvement, or expansion of nonconforming uses and structures in shoreland areas according to this subdivision.

(b) A nonconforming single lot of record located within a shoreland area may be allowed as a building site without variances from lot size requirements, provided that:

(1) all structure and septic system setback distance requirements can be met;

(2) a Type 1 sewage treatment system consistent with Minnesota Rules, chapter 7080, can be installed or the lot is connected to a public sewer; and

(3) the impervious surface coverage does not exceed 25 percent of the lot.

(c) In a group of two or more contiguous lots of record under a common ownership, an individual lot must be considered as a separate parcel of land for the purpose of sale or development, if it meets the following requirements:

(1) the lot must be at least 66 percent of the dimensional standard for lot width and lot size for the shoreland classification consistent with Minnesota Rules, chapter 6120;

(2) the lot must be connected to a public sewer, if available, or must be suitable for the installation of a Type 1 sewage treatment system consistent with Minnesota Rules, chapter 7080, and local government controls;

(3) impervious surface coverage must not exceed 25 percent of each lot; and

(4) development of the lot must be consistent with an adopted comprehensive plan.

(d) A lot subject to paragraph (c) not meeting the requirements of paragraph (c) must be combined with the one or more contiguous lots so they equal one or more conforming lots as much as possible.

(e) Notwithstanding paragraph (c), contiguous nonconforming lots of record in shoreland areas under a common ownership must be able to be sold or purchased individually if each lot contained a habitable residential dwelling at the time the lots came under common ownership and the lots are suitable for, or served by, a sewage treatment system consistent with the requirements of section 115.55 and Minnesota Rules, chapter 7080, or connected to a public sewer.

(f) In evaluating all variances, zoning and building permit applications, or conditional use requests, the zoning authority shall require the property owner to address, when appropriate, storm water runoff management, reducing impervious surfaces, increasing setback, restoration of wetlands, vegetative buffers, sewage treatment and water supply capabilities, and other conservation-designed actions.

(g) A portion of a conforming lot may be separated from an existing parcel as long as the remainder of the existing parcel meets the lot size and sewage system requirements of the zoning district for a new lot and the newly created parcel is combined with an adjacent parcel.

### **Corinna Township/Wright County Regulations**

#### **502. APPEALS AND BOARD OF ADJUSTMENT**

##### **502.4 Findings**

(1) The Board of Adjustment must review variance petitions and consider the following factors prior to finding that a practical difficulty has been presented. The applicant must provide a statement of evidence addressing the following elements to the extent they are relevant to the applicant's situation.

(a) The granting of the variance will be in harmony with the County Land Use Plan.

(b) The property owner proposes to use the property in a reasonable manner not permitted by an official control.

- (c) The plight of the owner is due to circumstances unique to the property not created by the owner.
- (d) The proposal does not alter the essential character of the locality.
- (e) The practical difficulty cannot be alleviated by a method other than a variance; and.
- (f) The granting of the variance will not adversely affect the environmental quality of the area.

The Board of Adjustment may grant a variance if it finds that all of the above factors have been established. The Board of Adjustment must not approve a variance request unless the applicant proves all of the above factors and established that there are practical difficulties in complying with official controls. The burden of proof of these matters rests completely on the applicant.

403. LOT COVERAGE

Not more than fifteen (15) percent of a lot may be covered by buildings (including covered porches or other roofed structures) and not more than twenty-five (25) percent of lot may be covered by impervious surfaces, including all structures, decks and pavement areas except as provided in Section 608, 609, and 610.

612.5 (1) General Performance Standard for Lakes

Performance standards in shoreland areas are additional to standards of the primary zoning district. In case of a conflict, the stricter standard shall apply as well as any additional requirements if flood plain elevations have been established.

(c) General Development Minimum Standards:

Structure setback from OWHL	75 ft.
Structure setback from Bluff	30 ft.
Structure setback from unplatted cemetery	50 ft.
Lot Size	As per underlying zoning district
Lot Width	As per underlying zoning district
Height	2 1/2 stories (35 ft.)
Elevation of lowest floor above highest known water level (livable structures only)	4 ft.
Water Oriented Accessory Structure setback from OWHL	10 ft.

The lot width may be reduced to 100 feet if public sewage treatment facilities are provided.