

STAFF REPORT

Case No. 0215-01
 HTE No. 15-10000006

Planning Commission Hearing Date: March 11, 2015

Applicant & Legal Description	<p>Applicant/Owner: The Salvation Army Representative: Urban Engineering Legal Description/Location: Lots 1 thru 9, Block 2, West End Addition and portion of alley, located between Antelope and Leopard Streets and between Mexico and Josephine Streets.</p>			
Zoning Request	<p>From: "CI" Intensive Commercial District To: "CI/SP" Intensive Commercial District with a Special Permit Area: 1.47 acres Purpose of Request: To allow for a transitional housing facility for homeless families, women, and children, veterans and men which includes a family service center, courtyard, playground and a work therapy program.</p>			
Existing Zoning and Land Uses		Existing Zoning District	Existing Land Use	Future Land Use
	<i>Site</i>	"CI" Intensive Commercial	Vacant	Medium Density Residential & Mixed Commercial
	<i>North</i>	"CI" Intensive Commercial	Low Density Residential & Frontage Road	Medium Density Residential & Frontage Road
	<i>South</i>	"CI" Intensive Commercial	Commercial, Light Industrial & Office	Mixed Commercial
	<i>East</i>	"CI" Intensive Commercial	Low Density Residential & Vacant	Medium Density Residential & Mixed Commercial
	<i>West</i>	"CI" Intensive Commercial	Park & Vacant	Park & Commercial
ADP, Map & Violations	<p>Area Development Plan: The subject property is located within the boundaries of the Central Business Development Plan and is planned for medium density residential along Antelope Street and mixed commercial uses along Leopard Street. The proposed rezoning to the "CI/SP" Intensive Commercial with a Special Permit for a transitional living facility is inconsistent with the mixed commercial use designation but inconsistent the medium density residential use of up to 22 dwelling units per acre. A transitional housing facility can have a higher density than 22 dwelling units per acre. Map No.: 046045 Zoning Violations: n/a</p>			

Transportation	Transportation and Circulation: The subject property has approximately 300 feet of street frontage along Leopard Street, designated an “A-1” Arterial; approximately 150 feet of street frontage along Antelope Street, designated a “C1” Collector; approximately 300 feet of street frontage along Mexico Street and approximately 150 feet of street frontage along Josephine Street, both designated local residential streets. Antelope Street serves as the frontage road to Interstate 37. It is expected that after the Harbor Bridge relocation using the Red Route alignment, Antelope Street would become the new gateway into the Downtown Area of the city, and the interstate would be downgraded to a possible arterial roadway.				
Street R.O.W.	Street	Urban Transportation Plan Type	Proposed Section	Existing Section	Traffic Volume (2013)
	Leopard Street	“A1” Arterial	N/A	95’ ROW 64’ paved	8,155 ADT
	Mexico Street	Local Residential	N/A	50’ ROW 28’ paved	N/A
	Josephine Street	Local Residential	N/A	50’ ROW 28’ paved	N/A
	Antelope Street	“C1” Collector	N/A	60’ ROW 40’ paved	825 ADT

Staff Summary:

Requested Zoning: The applicant is requesting a rezoning from the “CI” Intensive Commercial District to the “CI/SP” Intensive Commercial District with a Special Permit to allow for a transitional housing facility that includes a family service center with playground, a veterans work therapy program, and other care and training services. A transitional housing facility is not explicitly defined or identified in the Unified Development Code (UDC) and could be considered either a Social Service Use or Group Living Use. A later UDC text amendment will be needed to better define the transitional housing use and the zoning district where it is allowed. Staff defines the transitional housing use as a Group Living Use, characterized as “Residential occupancy of a structure by a group of people that does not meet the definition of Household Living. Tenancy is usually arranged on a monthly or longer basis. Generally, Group Living structures have a common eating area for residents, and the residents may receive care or training.” Social Services Uses are characterized in the UDC as “uses that primarily provide treatment of those with psychiatric, alcohol, or drug problems and transient housing related to social service programs.”

Development Plan: The subject property is planned for an approximately 35,000 square foot, two-story, 220-bed transitional housing facility called the Center of Hope, which will be operated by The Salvation Army and primarily used to house families, single women and veteran men who are homeless and in need of social services to assist their transition into permanent housing. Residents can live at the facility for up to

two years. Office hours will be open 8 a.m. to 5 p.m. Monday through Friday and the Center will be open 24 hours a day, 7 days a week with secured access for those in the program and staff on-site for monitoring the residents' compliance with the Center's rules.

In total, the Center of Hope will have 220 beds, a dining and kitchen area to serve only those enrolled in the non-profit's transitional housing program, an open-air courtyard, multi-purpose classroom, administrative offices, parking and a playground. Of the beds planned for the new facility, they are expected to be used for the following groups: approximately 73 percent for families, 18 percent for veterans, and 7 percent for work therapy, and 2 percent for emergency situations. The Center accepts new residents (single-men) under a 14-day assessment period before they can be enrolled in the transitional housing programs. The Center will have 40 staff members. The Salvation Army intends to close their current facilities on Josephine Street after the new facility is constructed.

Existing Land Uses & Zoning: The current use of the property is vacant. North of the subject property is Interstate 37/Antelope Street. East of the subject property are single-family dwellings and vacant properties zoned "CI" Intensive Commercial District. South of the subject property are commercial, light industrial and office uses zoned "CI" Intensive Commercial District. West of the subject property is Lovenskiold Park and vacant land zoned "CI" Intensive Commercial District.

AICUZ: The subject property is not located in one of the Navy's Air Installation Compatibility Use Zones (AICUZ).

Comprehensive Plan & Area Development Plan Consistency: The subject property is located within the boundaries of the Central Business Development Plan. The proposed rezoning to the "CI/SP" Intensive Commercial District with a Special Permit for a transitional housing facility is consistent with elements of the Central Business Development Plan and inconsistent with adopted Future Land Use Plan's designation of the property for Medium Density Residential uses along Antelope Street and Mixed-Use Commercial uses along Leopard Street. Additionally, the following are pertinent elements of the Central Business Development Plan and Comprehensive Plan Policy Statements should be considered:

- **Development Goals**
 - Promote the Central Business Area as a thriving 24-hour, aesthetically pleasing, mixed-use and pedestrian-oriented environment in which one can live, work, play, conduct business and promote the area as an active tourist destination.
- **Future Land Use Element: *Non-Residential Mixed Use*** - Non-residential mixed use land areas refer to mixed uses within a building or several buildings that do not incorporate residential uses and are located near arterials or major collectors that are intended to provide daily retail, major grocers and other conveniences to serve the local community. Non-residential mixed uses include strip mall centers.
- **Policy Statement, Land Use, LU 1.3:** Ensure that development and redevelopment within the Central Business area will eliminate blighting influences of

outmoded and inefficient development patterns. Create walkable, pedestrian-oriented and transit-supportive urban environment.

- **Policy Statement, Public Safety and Neighborhood Improvement, PSNI 1.2:** Increase natural surveillance and “eyes on the street” using “Crime Prevention Through Environmental Design (CPTED)” strategies such as building doors/entrances and windows to look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; and adequate nighttime lighting.
- **Policy Statement, Parks and Recreation, PR 1.3:** Priority shall be given to the following parks and recreational projects in the following order within the Central Business area boundaries:
 - Update Artesian, Retama and Lovenskiold parks by providing pedestrian plazas, park furniture, public art and special events.
- **Policy Statement, Urban Design, UD 1.3:** Provide diversity, not homogeneity, with a variety of building types in an attractive urban environment utilizing form, color, materials, building orientation, variation in building height, placement, and siting, and by arranging buildings in irregular patterns that that are unbroken by parking lots and locating parking behind all uses for new development.
- **Policy Statement, Urban Design, UD 1.6:**
 - 2.) Develop the area within ½ mile radius of the Staples and Leopard Street CCRTA station as a Transportation-Oriented Development with pedestrian-oriented features.
 - 4.) Require new and redeveloped parking lots to be located behind all structures, or below or above structures.
- **Policy Statement, Public Safety and Neighborhood Improvement, PSNI 1.5:**
 - 1.) Create a committee to address the issues and needs of the homeless in the City; plan and work towards the placement of all homeless, unemployment services, and additional social needs and services in one building, in one area.
- **Comprehensive Plan Policy Statements on Residential, Statement F:** Encourage infill development on vacant tracts within developed areas.
- **Comprehensive Plan Policy Statements on Social Services (pg. 52):**
 - A. **Social service facilities should be provided in a systematic manner that ensures services are provided where they are most needed.** In order to systematically provide these services, standards should be developed which are based on population size and the socio-economic characteristics of the population.
 - B. **Some social service facilities should meet the needs of specific populations.** The quality and physical setting of all social services should be periodically reviewed, and improved if necessary, to meet the needs of the elderly, disabled, and other special population groups.

- **Comprehensive Plan Policy Statements on Economic Development (pg. 41):**
Revitalize the Central Business District.

Plat Status: The subject property is platted.

UDC Special Permit Review Criteria:

In determining whether to approve, approve with conditions or deny a special permit, the applicable review bodies shall consider the following criteria according to UDC Section 3.6.3:

1. The use is consistent with the Comprehensive Plan.
2. The use complements and is compatible with the surrounding uses and community facilities.
3. The impact of the use on public infrastructure such as roads, natural gas, water, storm water and wastewater systems, and on public services such as police and fire protection and solid waste collection can be minimized without negatively impacting existing uses in the area and in the City.
4. The use contributes to, enhances or promotes the welfare of adjacent properties and the surrounding area.
5. The use does not substantially adversely affect adjacent and neighboring uses.
6. The use does conform in all other respect to regulations and standards in the UDC.
7. If located within or adjacent to a residential area, the physical appearance, hours of operation and conduct of the use does not generate excessive noise, dust, smoke, glare, spillover lighting or other forms of environmental or visual pollution or otherwise detrimentally affect the residential character.
8. The development provides ample off-street parking and loading facilities.

Department Comments:

- After analyzing the details of the applicant's proposed facility, Staff concluded the use is more similar to Group Living Uses and did not find that the facilities characteristics were that of a homeless shelter.
- Unlike transitional housing facilities, homeless shelters and public feeding events that do not provide sufficient organizational support can create negative impacts to surrounding businesses and residents, and they can make it difficult to attract new development initiatives.
- The currently adopted Comprehensive Plan and Central Business Development Plan do not provide much guidance on the location or provision of social service uses.
- The re-zoning is inconsistent with the Future Land Use Plan, but it is consistent with other Comprehensive Plan and Central Business Development Plan policies.
- Encouraging infill development as a policy does not imply that any use so long as it is infill is appropriate for the property to be infilled.
- In accordance with Policy Statement PSNI 1.2, redevelopment of this site using pedestrian oriented design would increase natural surveillance of the area, and the Special Permit conditions can require the building be built with zero-setback and entrances on Leopard Street, a future proposed pedestrian corridor.

- The approved site plan required with the re-zoning application does conform with the adjacent residential uses of the properties to the north, which include single-family homes. The applicant is providing adequate buffer by erecting a six-foot wall between the adjacent single-family and shelter facility, which currently are separated by an alley.
- The re-zoning does not have a negative impact on the surrounding neighborhood. The applicant intends to improve a blighted, vacant piece of land by constructing an estimated \$5 million social service facility, which will be designed to enhance the pedestrian corridor of the Leopard Street area by placing the facility's front door at the property line on Leopard Street (zero setback).
- The Salvation Army intends to adopt the neighboring Lovenskiold Park so families with young children living in the facility have a place to play, which would improve the current condition of the park and enhance the surrounding neighborhood. Lovenskiold Park will likely be taken by the relocation of the Harbor Bridge (Red Route), so a small portion of the park will remain available for their adoption.
- The Special Permit request does meet all of the review criteria required by UDC Article 3.6.3.

Special Permit Conditions:

The following development conditions are in addition to the UDC requirements for commercial zoning districts. The special conditions outlined below address any negative impacts to the adjacent residential properties and the increased square footage of the units.

1. **Uses:** The only uses authorized by this Special Permit other than uses permitted in the base zoning district is a Transitional Housing facility in need of support services to assist their transition into permanent housing not to exceed 220 beds. No soup kitchen or public feeding shall be allowed. For the purposes of this section, Transitional Housing is defined as a project that is designed to provide housing and appropriate supportive services to homeless persons to facilitate movement to independent living within 24 months, but the time limit could be longer.
2. **Intake Facilities:** Adequate waiting area inside the facility must be provided so that no perceived loitering or waiting outdoors occurs.
3. **Screening:** On the northern and eastern property line adjacent to the single-family uses, a 6-foot-tall solid wall will be constructed to minimize noise and screen the back of the building. A minimum six-foot tall screening fence shall be constructed, maintained, and remain in place around a dumpster if placed in the street yard.
4. **Security:** The facility located on the Property shall be monitored by staff at all times.
5. **Landscaping:** Landscape requirements as outlined in the UDC need to be met for 100 percent of the property facing Antelope Street, which will become a main gateway into the city with the Harbor Bridge realignment plans.

6. **Building Design:** The facility’s Leopard Street façade shall provide pedestrian-oriented architectural features indicating it as the main entrance into the facility. The façade of ground level non-residential uses on Leopard Street shall provide windows to create a storefront appearance that enhances the pedestrian-oriented streetscape.
7. **Lighting:** All lighting shall be shielded away from residential areas and pole lights shall be of the full cut-off type. Freestanding pole lights are not allowed within 50 feet of the property line of residential zoning districts.
8. **Adopt-a-Park:** The Owner shall enter into an Adopt-a-Park agreement with the City for Lovenskiold Park if possible.
9. **Parking:** Entrance to the parking lot shall be on Mexico and Antelope streets.
10. **Existing Alley Way:** The existing alley will remain accessible for vehicle traffic and the neighboring single-family residences which currently use the alley to access their properties.
11. **Time Limit:** In accordance with the UDC, this Special Permit shall be deemed to have expired within 24 months of this ordinance unless a complete building permit application has been submitted, and the Special Permit shall expire if the allowed use is discontinued for more than six consecutive months.

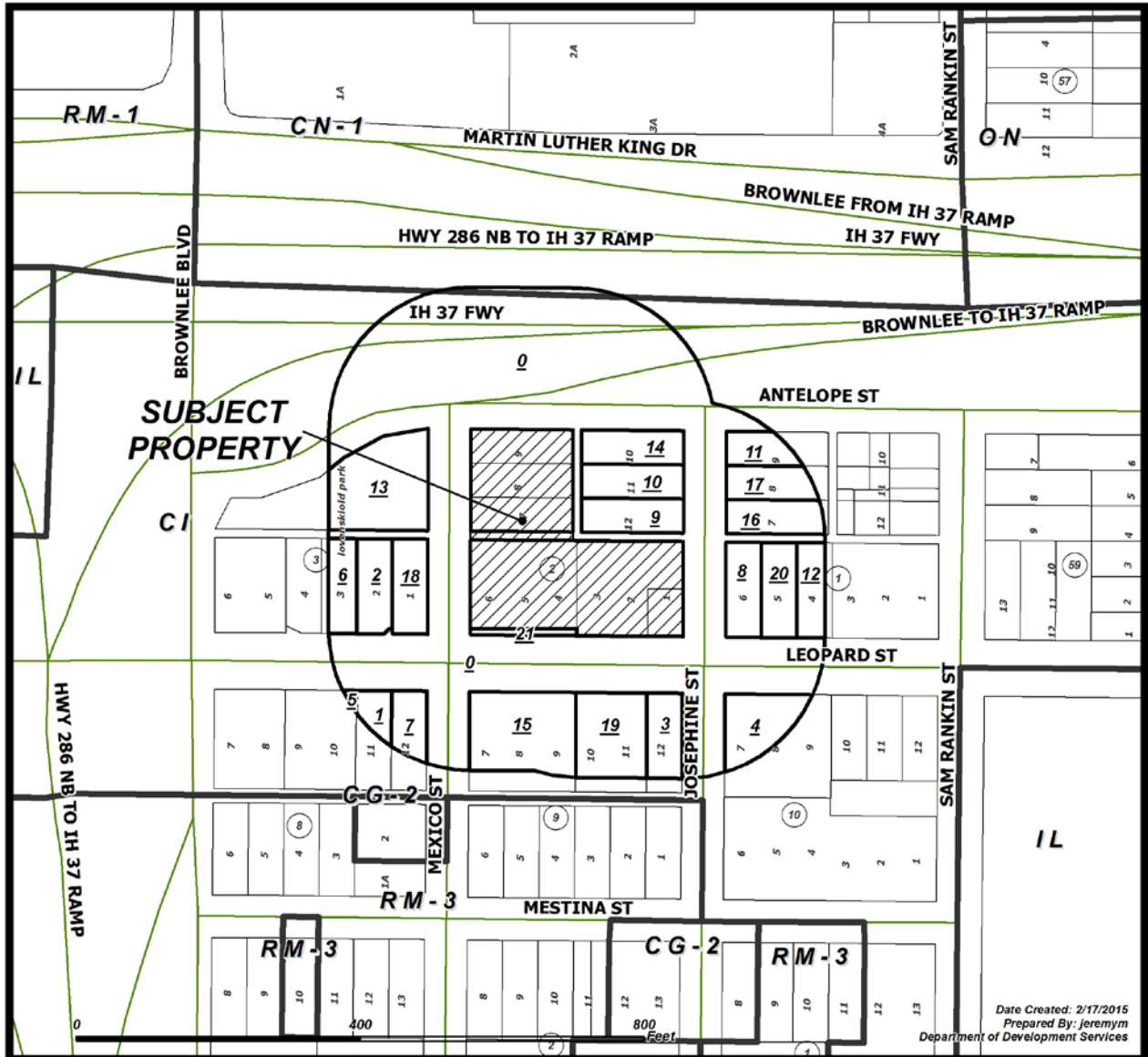
Staff Recommendation:

Approval of the change of zoning from the “CI” Intensive Commercial District to the “CI/SP” Intensive Commercial District with a Special Permit for a transitional housing facility.

Public Notification	Number of Notices Mailed – 16 within 200-foot notification area 7 outside notification area
	<u>As of March 6, 2015:</u>
	In Favor – 0 inside notification area – 0 outside notification area
	In Opposition – 0 inside notification area – 0 outside notification area
Totalling 0.00% of the land within the 200-foot notification area in opposition.	

Attachments:

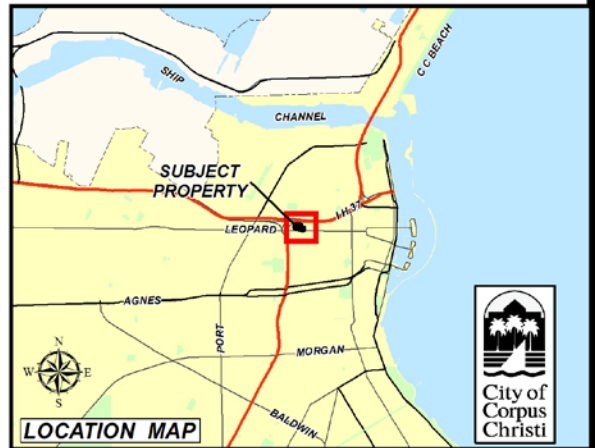
1. Location Map (Existing Zoning & Notice Area)
2. Site Plan



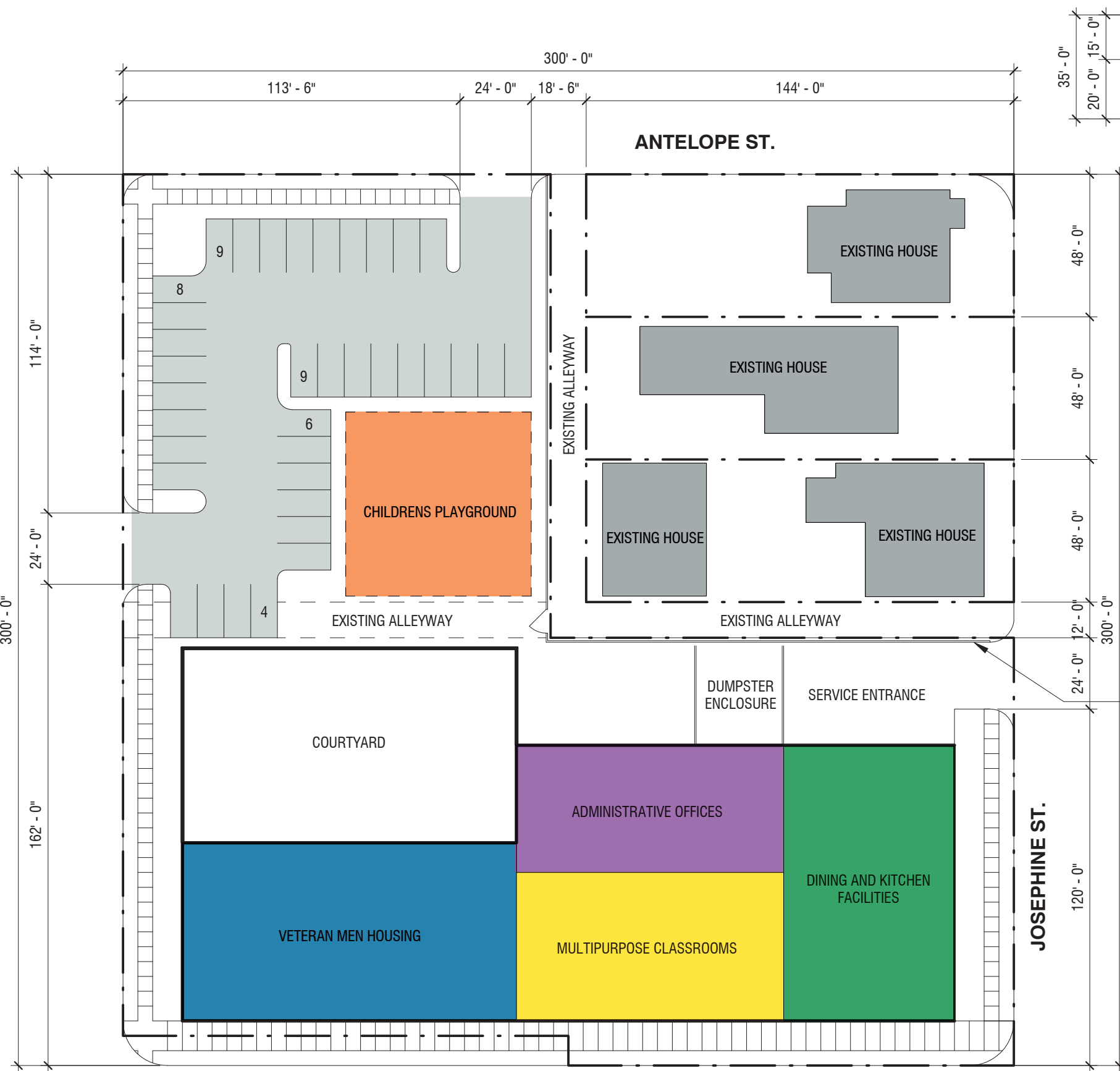
CASE: 0215-01 Zoning & Notice Area

RM-1 Multifamily 1	IL Light Industrial
RM-2 Multifamily 2	IH Heavy Industrial
RM-3 Multifamily 3	PUD Planned Unit Dev. Overlay
PO Professional Office	RS-10 Single-Family 10
RM-AT Multifamily AT	RS-8 Single-Family 8
CN-1 Neighborhood Commercial	RS-4.5 Single-Family 4.5
CN-2 Neighborhood Commercial	RS-TF Two-Family
CR-1 Resort Commercial	RS-15 Single-Family 15
CR-2 Resort Commercial	RE Residential Estate
CG-1 General Commercial	RS-TH Townhouse
CG-2 General Commercial	SP Special Permit
CI Intensive Commercial	RV Recreational Vehicle Park
CBD Downtown Commercial	RMH Manufactured Home
CR-3 Resort Commercial	
FR Farm Rural	
H Historic Overlay	
BP Business Park	

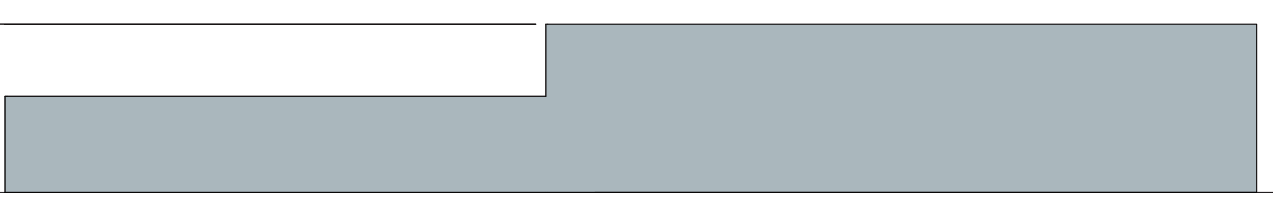
- Subject Property with 200' buffer
 Owners in favor
 Owners within 200' listed on attached ownership table
 Owners in opposition



MEXICO ST.



FIRST FLOOR PLAN (20,438 SF)
SCALE: 1" = 40'-0"



LEOPARD ST. BUILDING ELEVATION
SCALE: 1" = 40'-0"

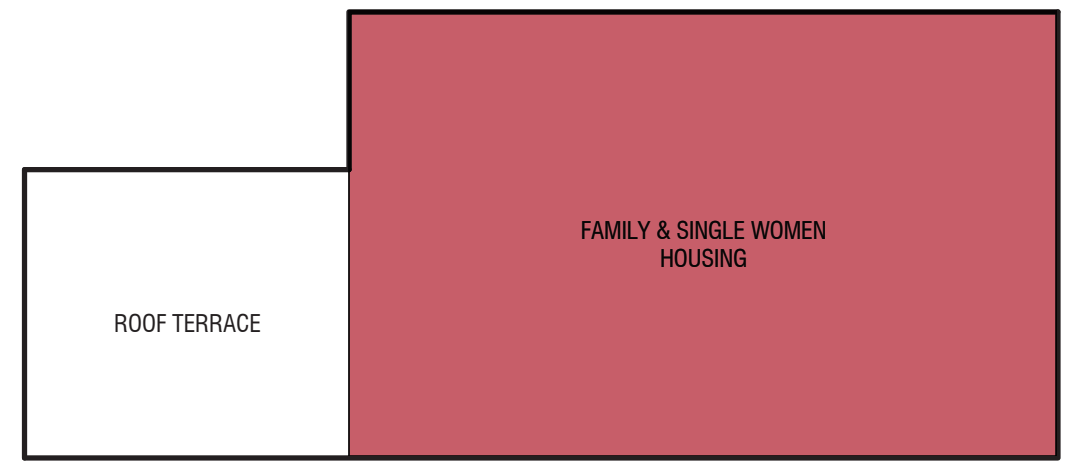
PARKING REQUIREMENTS:

1 SPACE / EMPLOYEE (20)	= 20 SPACES
1 SPACE / 250 SF ADMIN (3,850 SF)	= 16 SPACES
TOTAL REQUIRED	= 36 SPACES
TOTAL PROVIDED	= 36 SPACES

NOTE:
BUILDING AND SITE LIGHTING WILL BE IN COMPLIANCE WITH THE REQUIREMENTS SET FORTH IN THE UDC.

LANDSCAPING WILL BE IN COMPLIANCE WITH THE UDC REQUIREMENTS ALONG ALL PERIMETER STREETS AND WILL PROVIDE 100% FRONT YARD REQUIRED POINTS ALONG ANTELOPE STREET.

6'-0" TALL SOLID SCREEN WALL



SECOND FLOOR PLAN (13,688 SF)
SCALE: 1" = 40'-0"