

Planning Commission Staff Report

Volunteers of America Large Group Home Supportive Housing for Young Men Conditional Use PLNPCM2011-00485

556 South 500 East
Hearing date: October 26, 2011



Planning Division
Department of Community &
Economic Development

Applicant:

Volunteers of America: Kathy Bray

Staff:

Casey Stewart 535-6260
casey.stewart@slcgov.com

Tax ID:

16-06-455-025

Current Zone:

RMF-45 (Residential Multi-Family)

Master Plan Designation:

Central Community Master Plan:
Medium High Density Residential

Council District:

District 4 – Luke Garrott

Community Council:

Central City – Tom Mutter (Chair)

Lot size: 0.19 acres

Current Use:

Apartment/Boarding house

Applicable Land Use Regulations:

- 21A.24.140 RMF-45 District
- 21A.54 Conditional Uses

Attachments:

- A. Applicant's project description
- B. Site/Building drawings
- C. Photographs
- D. City Department Comments
- E. Written public comments

Request

This is a request for conditional use approval for a proposed residential large group home at the subject location. The existing building is currently used as a boarding house and would be converted to a supportive living home for up to 14 homeless young men. The Planning Commission has final decision-making authority for a conditional use request.

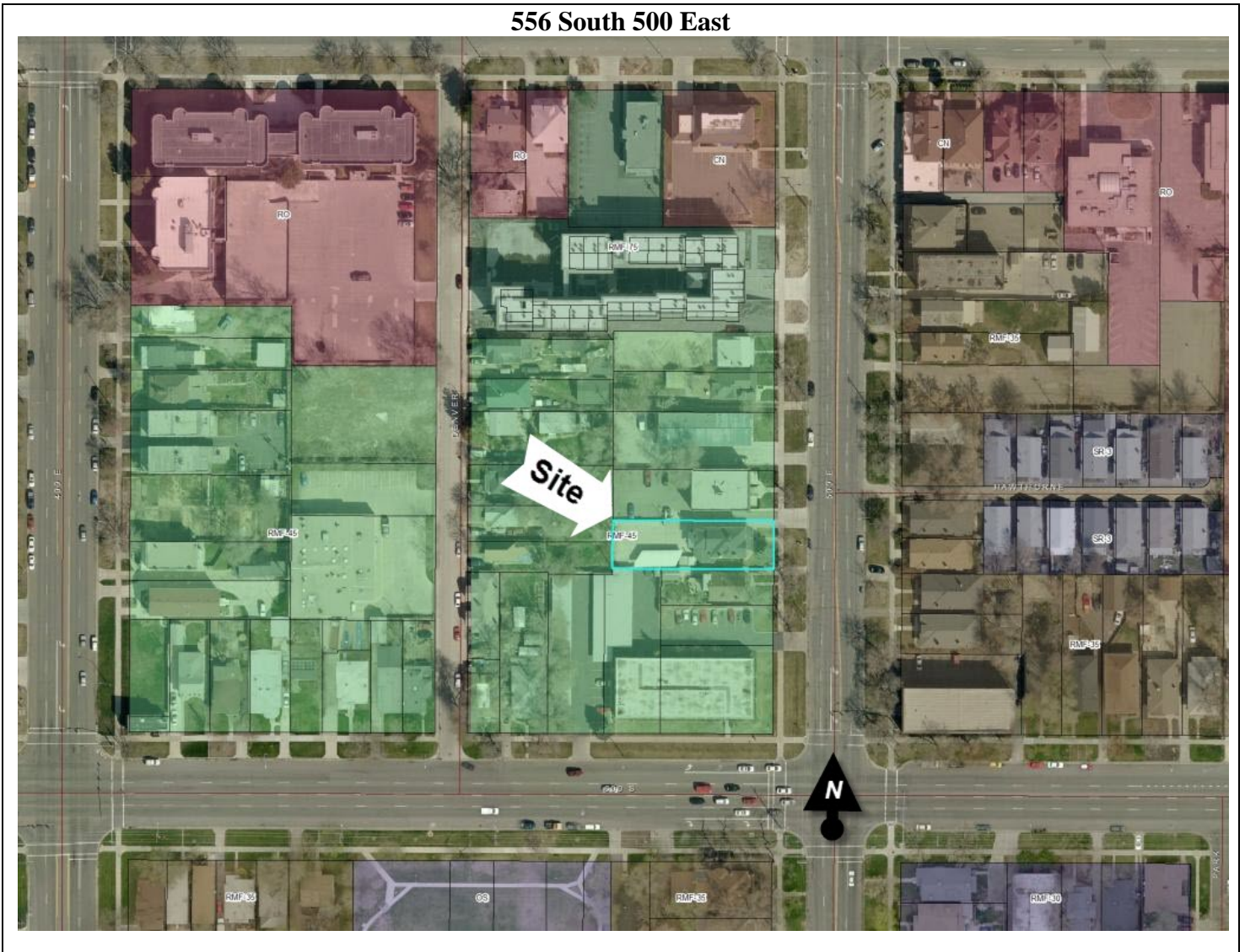
Staff recommendation

Based on the findings listed in the staff report, it is the Planning Staff's opinion that the project adequately meets the applicable standards for a conditional use and therefore recommends the Planning Commission approve the application as proposed subject to the following conditions:

1. Compliance with all City department requirements outlined in the staff report for this project. See *Attachment D* of the staff report for department comments.

VICINITY MAP

556 South 500 East



Background

Project Description

The subject building and site are currently utilized for a rooming house (boarding) with approximately 14 rooms and associated parking in the rear yard. The current rooming house was issued a zoning certificate in April 2007 at which time the use was changed from a duplex to a rooming house, and has been used as such since then.

The proposed use would still be within the City's "residential" category, changing from a rooming house to a large group home providing supportive living services to homeless men, and those at high risk of being homeless, between the ages of 18-24 years. The group home would operate with 12 rooms, a maximum of 14 residents, and 24 hour staff supervision. The home would be licensed with the State of Utah as a "supportive living program".

This supportive living facility will provide assistance to the occupants focusing on self-sufficiency activities such as education, employment, and life skills. Staff will be on site 24 hours for purposes of supervision, safety, and crisis response. The goal of the services provided is to transition the men to a stable living environment in the community. The men can live in the home for up to two years.

All required vehicle parking would be provided on site in the rear yard area and will comply with the City's parking requirements for the type of use. The existing building would be remodeled and updated in accordance with the building code requirements.

The proposal requires review under the conditional use process because of the number of residents proposed. Group homes with 7 or more unrelated persons fall under the "large" category and are listed as a conditional use in the RMF-45 zoning district.

Public Notice, Meetings, Comments

Notice of the public hearing for the proposal included:

- Public hearing notice mailed on October 14, 2011
- Public hearing notice posted on property October 14, 2011
- Public notice posted on City and State websites and Planning Division listserve: October 14, 2011

Public Comments

The applicant presented the proposal at a meeting of the Central City Community Council on October 5th, 2011. Attendees at the meeting raised no objections to the proposed group home. A concern was raised by one attendee about possible adverse impacts of cigarette smoke drifting onto adjacent properties from occupants who smoke on the property. The attendee realized that there probably wasn't much that could be done but would like the applicant/property owner to be aware of the issue and see if some mitigation measures could be taken. A copy of the community council's written comments are included with this report as "*Attachment E*". A letter in support of the project from Salt Lake City resident Mary Lee Allen is also included. Staff has received three phone calls objecting to the proposed group home citing concerns of increased crime.

City Department Comments

Comments were received from the following City departments and are included as "*Attachment D*": Public Utilities, Engineering, Transportation, Fire, Police, and Building Services. In general, the departments had no concerns or objections to the proposed development but provided a few specific improvements or modifications required according to their respective area of development oversight.

Analysis and Findings

Standards for Conditional Uses; Section 21A.54.080

A conditional use shall be approved if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards. If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use shall be denied. In order to identify and evaluate the detrimental effects and the need for and/or adequacy of mitigating conditions, the planning commission shall review and consider the following:

1. **Master Plan and Code Compliance:** The proposed development is supported by the general policies of the City Wide, Community, and Small Area Master plan text and the future land use map policies governing the site;
 - a. The proposed development is one of the conditional uses specifically listed in this title; and

- b. The proposed development is supported by the general purposes and intent of the zoning ordinance including the purpose statement of the zoning district.

Analysis: The proposed residential use is listed as a conditional use in the zoning ordinance and is deemed consistent with and supported by the Central Community Master Plan, which calls for medium/high density residential uses in this area. The RMF-45 zoning district has the purpose of providing a suitable environment for multi-family dwellings and other uses typically found in multi-family residential neighborhoods. The proposed use continues the use of this structure for multi-family purposes.

Finding: The project is supported by the policies and intent of both the Central Community Master Plan and RMF-45 district.

2. **Use Compatibility:** The proposed use at the particular location is compatible with the character of the site, adjacent properties, surrounding neighborhoods, and other existing development. In determining compatibility, the Planning Commission may consider the following:

- a. Streets or other means of access to the proposed development are suitable and adequate to carry anticipated traffic and will not materially degrade the service level on the adjacent streets;
- b. The type of use and its location does not create unusual pedestrian or vehicle traffic patterns or volumes that would not be expected with the development of a permitted use. In determining unusual patterns, the Planning Commission shall consider:
 - i) The orientation of driveways and if they direct traffic to the major streets or local streets, and, if directed to the local streets, the impacts to the safety, purpose, and character of the local streets;
 - ii) Parking locations and size, and if parking plans encourage street side parking to the proposed use which impacts the adjacent land uses;
 - iii) Hours of peak land use when traffic to the proposed use would be greatest and that such times and peaks would not impact the ability of the surrounding uses to enjoy the use of their properties; and
 - iv) The hours of operation of the proposed use when compared with the hours of activity/operation of the surrounding uses and the potential of such hours of operation do not create noise, height, or other nuisances not acceptable to the enjoyment of existing surrounding uses or common to the surrounding uses.
- c. The internal circulation system of the proposed development is properly designed for motorized, non-motorized and pedestrian traffic, and mitigates impacts on adjacent properties;
- d. Existing or proposed utility and public services are adequate for the proposed development and are designed in a manner that will not have an adverse impact on adjacent land uses or resources;
- e. Appropriate buffering such as landscaping, setbacks, and building location, is provided to protect adjacent land uses from light, noise and visual impacts.
- f. Detrimental concentration of existing non-conforming or conditional uses substantially similar to the use proposed. The analysis is based on an inventory of uses within a quarter mile radius of the subject property.

Analysis: The proposed use in the subject location is compatible with adjacent properties and the surrounding neighborhood. The site is accessed from 500 East and the vehicle parking is located on the rear portion of the lot, behind the building, as is common of residential lots. This site and building have been used for multi-family purposes for a number of years – so this proposed use is not really a considered a change of use that would adversely impact the neighborhood. The proposed parking satisfies the City parking requirements and since it operates as a home, there are no concentrated hours of operation. It will operate as a typical residential building. The existing utilities have been deemed

adequate for the use. Staff reviewed state licensing records for other, similar group homes within the area and found no other licensed group home within a ¼ mile radius; therefore, there is no detrimental concentration of similar conditional uses in the vicinity.

Finding: The project satisfies this standard; the proposed conditional use is compatible with adjacent properties and the surrounding, by the nature of the use and its method of operation.

3. **Design Compatibility:** The proposed conditional use is compatible with:

- a. The character of the area with respect to: site design and location of parking lots, access ways, and delivery areas; impact on adjacent uses through loss of privacy, objectionable views of large parking or storage areas; or views and sounds of loading and unloading areas;
- b. Operating and delivery hours are compatible with adjacent land uses; and
- c. The proposed design is compatible with the intensity, size, and scale for the type of use, and with the surrounding uses.

Analysis: The site design will remain essentially as it currently is, with parking in the rear yard area behind the residence. No additional buildings are proposed. A wheelchair-accessible ramp is proposed to provide access to the front entrance.

Finding: The project satisfies this standard. The design is compatible with the character of the area.

4. **Detriment to Persons or Property:** The proposed use will not, under the circumstances of the particular case and the conditions imposed, be detrimental to the health, safety, and general welfare of persons, nor be injurious to property and improvements in the community, existing surrounding uses, buildings, and structures. The applicant shall demonstrate that the proposed use:

- A. Does not lead to deterioration of the environment by emitting pollutants into the ground or air that cause detrimental effects to the property or to neighboring properties;
- B. Does not introduce hazards or potentials for damage to neighboring properties that cannot be mitigated; and
- C. Is in keeping with the type of existing uses surrounding the property, and that as proposed the development will improve the character of the area by encouraging reinvestment and upgrading of surrounding properties.

Analysis: No deterioration of the environment will occur as a result of this application. The existing building will be remodeled to comply with current building code and the site configuration will remain the same but with some upgrades to parking and the curb and gutter along 500 East. The reinvestment and upgrading of the site and associated buildings will continue the residential character of the area.

Finding: The project satisfies this standard. The project will not result in detriment to persons or property and improves the site and adjacent residential area.

5. **Compliance with Other Applicable Regulations:** The proposed development complies with all other applicable codes and ordinances.

Analysis: Approval of this application is based on compliance with all applicable City building permits and codes prior to installation.

Finding: The project satisfies this standard. Staff finds the proposed conditional use must comply with all other applicable codes and ordinances.

Attachment A
Applicant's Project Description

Appendix A

Please describe your project:

Volunteers of America, Utah plans to provide supportive housing at 556 South 500 East for young men who are experiencing homelessness or are at high risk of homeless. This will include young men (18 – 24) who are living on the streets, or in places not meant for human habitation (tents, cars, abandoned building, etc) or who are aging out of the foster care system and have been identified as having risk factors for homelessness. The home would be operated as a large group home with 12 bedrooms/14 residents with 24 hour staff supervision. The program will be licensed by the State of Utah as a Supportive Living Program.

All young men will need to voluntarily agree to live in the facility and abide by program guidelines. The youth will be expected to focus on self-sufficiency activities including education, employment and life skills. There will be staff on duty 24 hours a day for supervision, safety and crisis response. We will furnish the bedrooms, coordinate meals with the young men's involvement and help them move to a stable living environment in the community when they are ready. The young men will be able to live in the home for up to 2 years and will be expected to provide input to program features through the Youth Development program model. Case managers will assist each person on creating and executing their self-sufficiency plan.

They will not have to pay a set rent, but will be expected to save money per their individual plan. They will need to get ready to pay deposit, rent and utilities for when they move out to permanent housing.

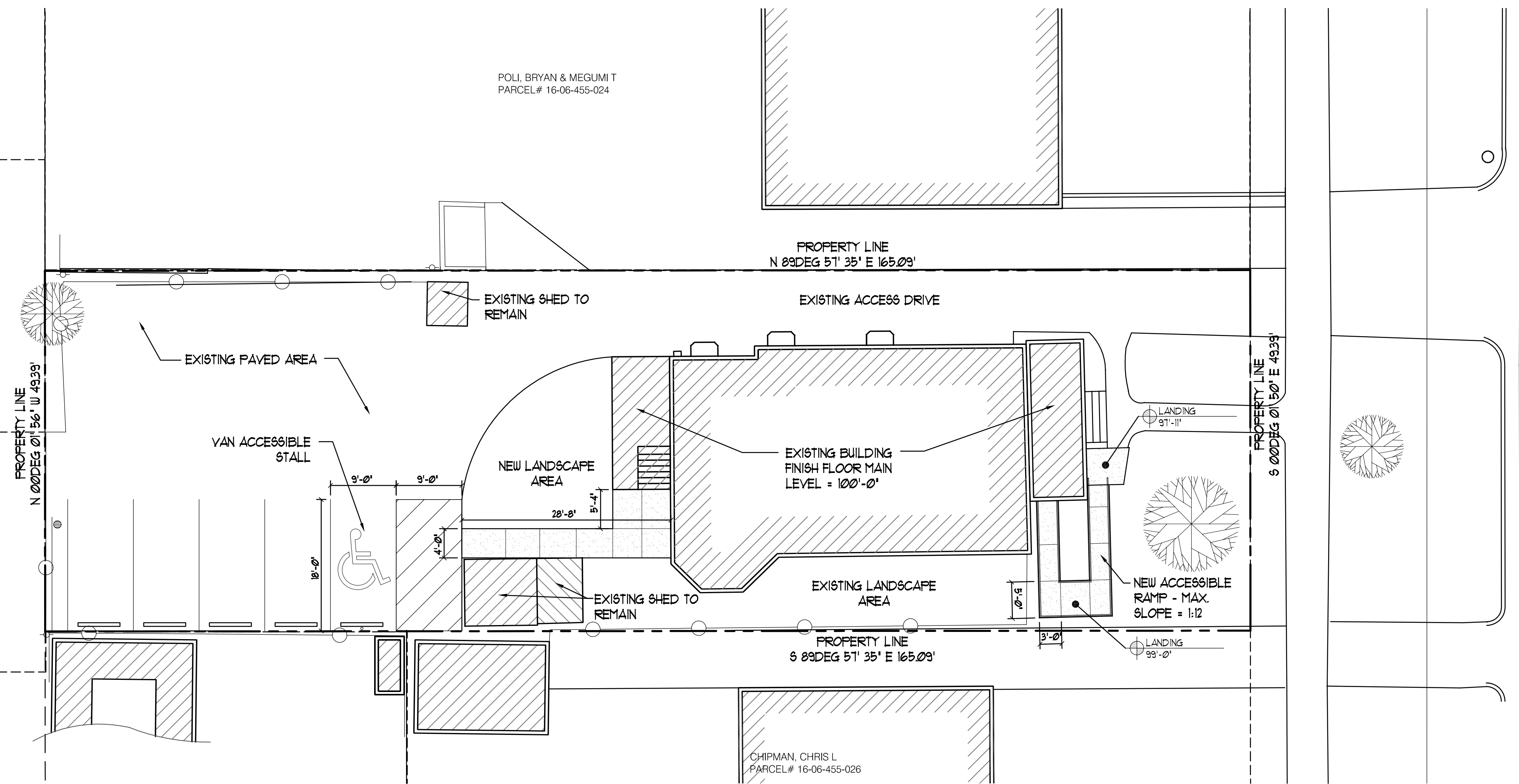
Appendix B

How many employees do you expect to have on-site during the highest shift?

During the day, we expect to have two youth advocates, a case manager, employment specialist and supervisor working to support the program. We would expect a minimum of two staff on duty at the facility at all times and as many as five staff performing different functions during the day shift, some within the home and others linking residents to services, education, employment and housing in the community.

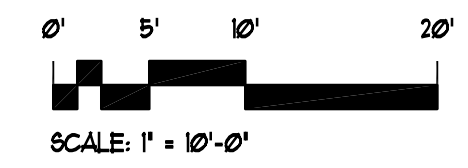
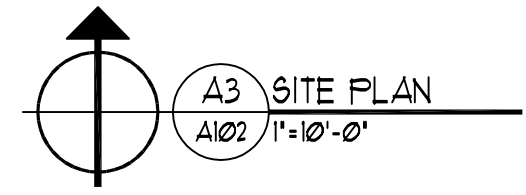
Attachment B
Site / Building drawings

POLI, BRYAN & MEGUMI T
PARCEL# 16-06-455-024

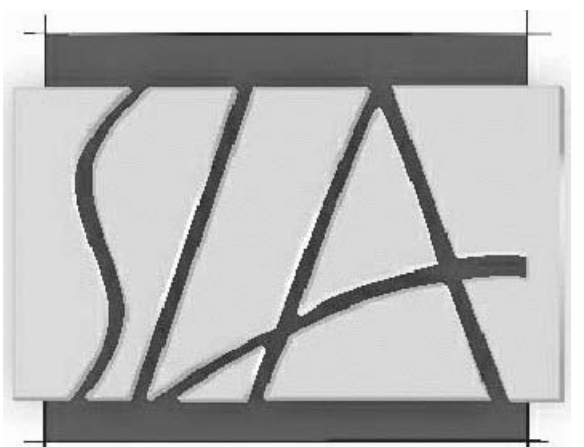


PARKING REQUIREMENTS:

- (1) VAN ACCESSIBLE STALL AND LOAD / UNLOAD AREA
- (1) HOUSE STALL
- (3) STAFF PARKING STALLS (NOTE MAXIMUM STAFF COUNT TO BE 5 STAFF MEMBERS)



Project Number:



SLA ARCHITECTS
ARCHITECTURE - PLANNING - INTERIORS
824 South 400 West - Suite B103
Salt Lake City, UT 84101 PH: (801) 322-5550

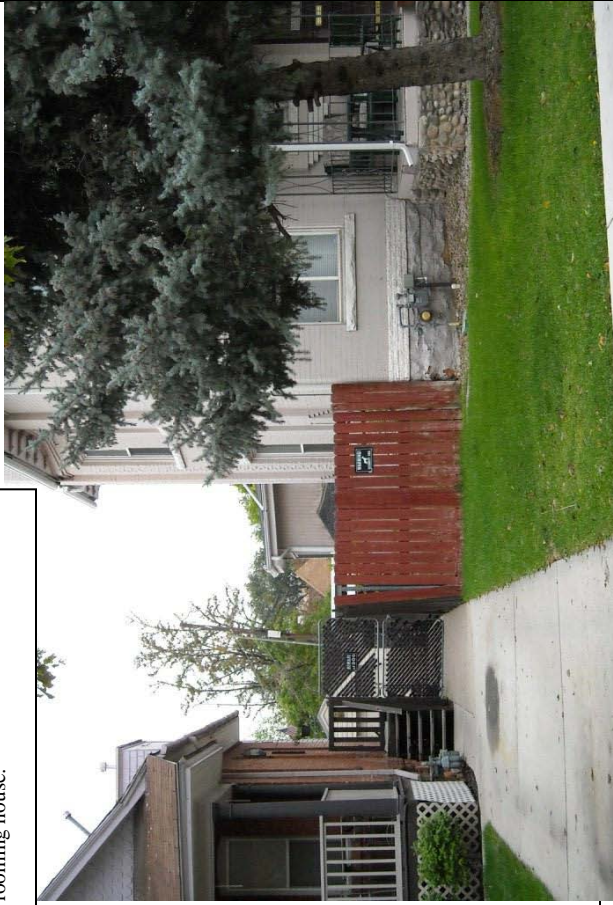
SITE PLAN
REVISED
09/27/11

NO.	DATE	DESCRIPTION
01	00/00/00	Phase Description

AS101

Attachment C
Photographs

Looking west at the south side if the existing rooming house.



Looking west at the north side if the existing rooming house.



Attachment D
City Department comments

- **Public Utilities** (Justin Stoker): “No conflicts. Existing utility services may continue to be used with or without the conditional use permit.”
- **Engineering** (Scott Weiler): The existing sidewalk and drive approach are in good condition. Replacement of the deteriorated curb & gutter is recommended.
- **Transportation** (Barry Walsh): Review for proposed Group Home. Plan shows 4 bed rooms upper level and 4 bedrooms on the lower level with one bed room on the main floor. Group Home requires one stall for the Home and one stall for each two staff. The site plan shows 6 standard 9' wide stalls. One stall needs to be designated as an ADA van stall. Therefore the five stalls remaining will support one home stall and four stalls for up to 8 staff. The former rooming house with 9 bedrooms required 1/2 stall each or $4.5 = 5$ stalls. No change in required parking indicated.

Updated comments after revised parking plan:

The new drawing with the ADA and parking calculations will address transportations comments.

- **Fire** (Ted Itchon): This structure shall be provided with automatic fire sprinklers, detection and remote inter connection to an approved station. The fire department connections shall be located on the address side of the building. A minimum 2A:10BC rated fire extinguisher shall be installed on each level of the structure.
- **Zoning** (Alan Hardman): The following zoning comments are noted:
 - 1) Verify the 800 foot distance requirement from another group home; and
 - 2) Provide parking calculations.

Attachment E
Written public comments

S.

Ms. Casey Stewart, Sr Planner
Salt Lake City Room 404
451 South State Street
Salt Lake City, Utah
84114

Salt Lake City Utah
364 East 700 South
10/10/11

Dear Ms Stewart;

I'm writing this letter on behalf of Volunteers of America Project "Transitional Housing for Males" at 556 South 500 East:

Perhaps you have heard or have met before, but my name is Mary Lee Allen. I previously worked for Community Action Program in Housing, 30 years and retired from CAP in 1995. I was a Housing Specialist for relocation and other duties. I'm still volunteering for them, assisting with listing for low-income and other who are in need for finding affordable housing for the Community City and City.

I know how hard it is to find housing for people who have very low income.

Therefore, I support Volunteers of America in trying to get Transitional Housing for Males at 556 South 500 East.

If anyway possible you and the other
City Planners see fit to assist the people
who are in need of housing so desperately
need. I will appreciate it so much

Thank you.

yours. Concern Citizen

Mrs. Mary Lee Allen

P.S I have lived in the Central city area
since 1958. In fact I will always be
concerned about our neighborhood.
Forgive my free writing (rude)
For further information Call 801-5751143