



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission  
From: Everett Joyce, 801-535-7930  
Date: August 13, 2014  
Re: PLNPCM2013-00991 The Road Home Winter Overflow Shelter

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## Conditional Use

**PROPERTY ADDRESS:** 437 West 200 South

**PARCEL ID:** 15-01-179-013

**MASTER PLAN:** Gateway Master Plan, Retail and Civic Cultural Community

**ZONING DISTRICT:** D-3 Downtown Warehouse/Residential District

**REQUEST:** The Road Home is requesting Conditional Use approval for the continuation of a previously approved emergency homeless shelter to be located in the St. Vincent de Paul's community dining hall. The purpose of this request is to provide emergency housing for the homeless during the winter months. A previous Conditional Use, PLNPCM2009-00870 was approved on September 23, 2009 that expired on April 15, 2014 and the applicant has submitted a new conditional use approval for continued use of the dining area as a homeless shelter. The Planning Commission has final decision making authority for Conditional Uses.

The Planning Commission conditional use approval on March 26, 2014 for this application was appealed to the Land Use Appeals Hearing Officer. The results of the appeals hearing and decision is that the Application for approval remains before the Planning Commission for action, since it was neither approved in a manner that complies with the statutory requirements, nor has it been denied. The matter is remanded back to the Planning Commission for further consideration to specifically address each of the 15 detrimental effects criteria of chapter 21A.54 Conditional Uses.

**RECOMMENDATION/MOTION:** Based on the findings listed in the staff report and the testimony heard, I move that the Planning Commission recognizes that overall the project generally meets the applicable conditional use standards, complies with applicable zoning ordinance provisions, is compatible with surrounding uses, is consistent with city policy and plans and complies with detrimental affects determinations criteria of chapter 21A.54 Conditional Uses provided that certain conditions are applied. Therefore, the Planning Commission approves the conditional use to allow an emergency homeless shelter during the winter months from October 1 to April 15 to be located in the dining area of the St. Vincent de Paul Center, located at approximately 437 West 200 South subject to the following conditions of approval:

1. The applicant is required to re-submit to the City a security and maintenance plan. The security and maintenance plan may be approved by the Zoning Administrator with input from the Police Department;
2. The clients of the St. Vincent de Paul Center must be continuously visually monitored by on-site staff or by closed-circuit video camera;
3. Lining up for entrance into the St. Vincent's shall not begin prior to 6:30 p.m. nightly; and
4. The dining area of St. Vincent's may be used as an overflow facility for the homeless only, from October 1 to April 15 as requested.

**ATTACHMENTS:**

- A. Vicinity Map
- B. Site Plan
- C. Building and Site Photographs
- D. Surrounding Neighborhood Photographs
- E. Additional Applicant Information
- F. Existing Conditions
- G. Analysis of Standards
- H. Public Process and Comments
- I. Department Review Comments
- J. Salt Lake City Homeless Initiative Update
- K. Motions

**PROJECT DESCRIPTION:**

Matt Minkevitch, Executive Director of The Road Home, is requesting Conditional Use re-approval for an emergency homeless shelter to be located in the community dining area of the St. Vincent de Paul Center at 437 West 200 South. This request is to house the homeless during the winter months from October 1 to April 15. The Road Home cannot house all of those seeking shelter in the winter months at its main facility, so additional space is needed. The dining area of the St. Vincent de Paul Center has been used for this purpose in the past. The community winter shelter program provides for approximately 70 individuals each night, but can accommodate up to 80 individuals. Shelter hours begin at 6:30 p.m. and end by 7:00 a.m. the following morning.

The Road Home first opened in December 1988 while the St. Vincent de Paul Center has been in operation since February 1987. The two facilities are located across the street from each other at 200 South and Rio Grande Street. Both The Road Home and St. Vincent's are located in the D-3 Downtown Warehouse/Residential Zoning District. Both properties are also within the Gateway Specific Plan area. The St. Vincent de Paul Center emergency shelter facilities are currently in place and no modifications will be made to the building.

Currently, clients who need housing for the night line up outside St. Vincent's, down Rio Grande Street, beginning at 6:30 PM. Lines are painted on the sidewalk along the exterior wall of St. Vincent's. Clients are asked to remain in line, between the white lines, so that pedestrians can use the sidewalk when clients are in line.

**KEY ISSUES:**

The key issue listed below has been identified through the analysis of the project, neighbor and community input and department review comments.

- 1. Issue 1. Assist homeless and maintain desirability of neighborhood
- 2. Issue 2. Integrate social service facilities into the social fabric of the Gateway District.
- 3. Issue 3. Potential for negative impact in terms of public safety
- 4. Issue 4. Operational time period of the emergency shelter
- 5. Issue 5. Use of a Good Neighbor Agreement

**Issue 1. Assist homeless and maintain desirability of neighborhood.**

An issue was brought up regarding the concentration of services in one area. There was concern regarding drug dealing, trespassing, loitering and emergency response activity. It is not the applicant's responsibility to find the long term solution for the relocation of homeless services in the City. The current application is for an emergency winter overflow shelter and whether that was approved or not, there would be an existing homeless shelter across the street and the community dining hall and other services would continue to exist.

The largest impact to the neighborhood relates to the homeless congregating in the area in order to receive the services provided by The Road Home and St. Vincent's community dining hall. Pedestrian traffic can be heavy especially during those times when individuals line up to enter the facilities for services. The majority of pedestrian activity is for the approximately 700 shelter users of The Road Home and the clients for the approximately 1,500 – 1,800 meals served for lunch and dinner at the dining hall. These services and related impacts occur now and will continue to occur whether the overflow shelter is open or not.

Year-round, the dining hall (owned and operated by Catholic Community Services) provides free meals to members of our community who are homeless or very low income and are in need of food. The dining program provides approximately 1,500 meals daily and goes up in the winter months to 1,800 people each day. The hot lunch is served to individuals and families from 11:30 am to 1 pm Monday through Friday. The dinner is served to individuals and family members from 5 pm to 6 pm daily.

The subject emergency overflow shelter provides services for approximately 70 individuals up to 80, who are received between 6:30 and 10:00 p.m. These individuals are part of the existing homeless population and some of the individuals receive services in the area already. Due to the smaller amount of individuals served for shelter versus the dining hall services the impact by providing emergency shelter during the winter months after dining hall operations would be less of an impact level than impacts that already exist in the neighborhood from other social service provisions. The impacts already exist in the neighborhood.

**Issue 2.** Integrate social service facilities into the social fabric of the Gateway District.

Support for the provision of social services in this area is specifically identified in the Gateway Master Plan. There are several social service facilities in the Gateway District that provide aid to the homeless and other individuals with special needs. Social services agencies provide a valuable service that is needed and with appropriate agency responses, these agencies can be compatible with future development in the Gateway District. Agencies will need to find ways to deal with the impacts of loitering, crime, and littering on neighboring properties, as well as take an active role in management strategies that improve compatibility between existing and proposed uses and service providers. Specific policy issues identified in the master plan are:

- *Encourage new ways to address loitering (e.g. provide spaces where clients can line up inside rather than on the: sidewalks and streets).*
- *Develop a day shelter that provides a skills training and job placement program.*
- *Provide police presence with on-foot or bicycle patrols to assist in the reduction of loitering, drug dealing, and other illegal activities.*

Certain actions have been implemented that lessen the impact of client lineup on the public sidewalks. The Road Home disperses entrance activity into the shelter. Single men enter the facility from 500 West Street and families and single women enter from Rio Grande Street. The Weigand Day Center provides day services to homeless individuals year-round, including assistance for travel, employment, identification, and much more. The Weigand Center provides services to an average of 350 people each day.

Several different Salt Lake City departments and divisions have taken on initiatives to help the homeless in Salt Lake City and reduce the impact that population has on surrounding areas. Current efforts center on the Depot District (Pioneer Park and Rio Grande area) of Downtown. However, the City is developing a holistic approach to address the issue city-wide. Below is a sampling of what the City is currently doing itself and in partnership with other groups. The initiatives are described in Attachment J Salt Lake City Homeless Initiative Update on page 43 of this staff report.

- *Full-time Homeless Services Coordinator*
- *500 West Median Work -*

- *Increased Police Presence in the Depot District -*
  - *Redeployment of Bike Officers and Modified Duty Schedules -*
  - *Super Operations*
  - *Undercover Narcotics and Vice Operations*
  - *Increased Patrols-Patrol officers have provided an increased presence in the area.*
- *Clean Teams*
- *Ambassador Program*
- *HOST Outreach Teams*
- *Race to Zero*
- *Visit of Los Angeles Service Agencies*
- *Parking Restrictions*
- *Veterans' Court*
- *Homeless Court*

The social service providers in the Gateway District and Salt Lake City have taken actions that help to address the issues brought out in the master plan. As the Homeless Initiative shows several actions are being taken to help the homeless in Salt Lake City and reduce the impact that population has on surrounding areas. These actions support the provision of social services in this area and addresses issues specifically identified in the Gateway Master Plan.

### **Issue 3.** Potential for negative impact in terms of public safety

In the March 26, 2014 Planning Commission public hearing Mr. Chris Burbank, Salt Lake City Police Chief, stated the shelter helped reduce the crime in the area as it took people off the street who may be otherwise involved with crime. He stated violent crimes in the area had reduced in the past year and the shelter was an asset to the City.

As identified in Issue 2 above the City has initiated several actions to address public safety in the Gateway District. In addition to these general actions more specific use and site related actions have been identified to minimize potential safety impacts. The following conditions of approval should apply to the granting the requested conditional use for a seasonal overflow homeless shelter:

- That the applicant, re-submit to the City, a security and maintenance plan. The security and maintenance plan may be approved by the Zoning Administrator with input from the Police Department.
- That the clients of the St. Vincent de Paul Center must be continuously visually monitored by on-site staff or by closed-circuit video camera.
- That lining up for entrance into the St. Vincent's shall not begin prior to 6:30 p.m. nightly.

### **Issue 4.** Operational time period of the emergency shelter

The dining area of St. Vincent's Center is requested to be used as an emergency overflow facility for the homeless during cold weather. The applicant has identified that the operation of the facility would be seasonal and open only, from October 1 to April 15. To ensure the homeless shelter activity relates to what was requested the operations period has been included in the conditions of approval.

### **Issue 5.** Good Neighbor Agreement

Mr. Harrison, chair of the Downtown Community Council at the previous Planning Commission meeting asked the Commission to grant the request with the condition that a covenant/good neighbor agreement is required to regulate how the shelter interacted with the neighborhood.

The Road Home, the operators of the proposed emergency overflow shelter have been in operation since December 1988. The Road Home is an active participant in the Downtown Community Council, Pioneer Park Coalition, Downtown Alliance Safety and Security Committee, Salt Lake County Homeless

Coordinating Council, State Homeless Coordinating Committee and a variety of other groups, and works extensively with these various groups to address problems and look for solutions to many different issues affecting the Gateway District area, including issues relating to loitering, crime, and littering.

Salt Lake City has implemented a Homeless Initiative managed by the Housing & Neighborhood Development Division. The Division in coordination with local non-profits, the business community and concerned citizens, several different Salt Lake City departments and divisions has taken on initiatives to help the homeless in Salt Lake City and reduce the impact that population has on surrounding areas. Current efforts center on the Depot District (Pioneer Park and Rio Grande area) of Downtown. However, the City is developing a holistic approach to addressing the issue city-wide.

As part of this initiative the City is conducting a study that will give the City a long-term situation analysis of homeless issues in Downtown. The study's results should enable the City to engage in effective and strategic problem-solving to provide long-term solutions to specific problems identified through the assessment. A final Situation Assessment Report will identify potential long term strategies to address the issue of homelessness in Salt Lake City.

This issue is more appropriate to be addressed at the Homeless Initiative level regarding all social services within the Gateway area in order to provide a more comprehensive level of mitigating homeless services impacts on the city. Staff feels that the conditions of approval requiring a security and maintenance plan and on-site monitoring services addresses the immediate impacts of the overflow shelter operations. The proposed conditions of approval also ensure the compatibility with the community by restricting the time that individuals may begin to line up for the shelter services and by limiting the facility for use only during the period of October through April.

#### **DISCUSSION:**

All conditional uses are subject to the standards of review adopted in the zoning ordinance. It is important to acknowledge that the purpose of conditional use review is to determine if there are detrimental impacts created by the proposed use and whether or not identified detrimental impacts can be reasonably mitigated. Mitigation may include conditions of approval that are necessary to reduce the detrimental impacts to an acceptable level.

The Conditional Use standards for approval include a number of standards. The review and analysis of these standards are found in the attachments. A discussion of the applicable master plans, supporting policy and action plans is provided in Attachment F - Existing Conditions on page 25 of this report. A summary of the standards for conditional uses with compliance status and a statement of the rationale for compliance to the standards are provided in Attachment G - Analysis of Standards on page 31 of this report. When the analysis of a standard finds that there is a detrimental impact, specific conditions of approval are identified. The purpose of these conditions is to offset the detrimental impacts created by the proposed use at the specific location. A condition of approval cannot be placed on a proposed use when the impact is created by an adjacent use.

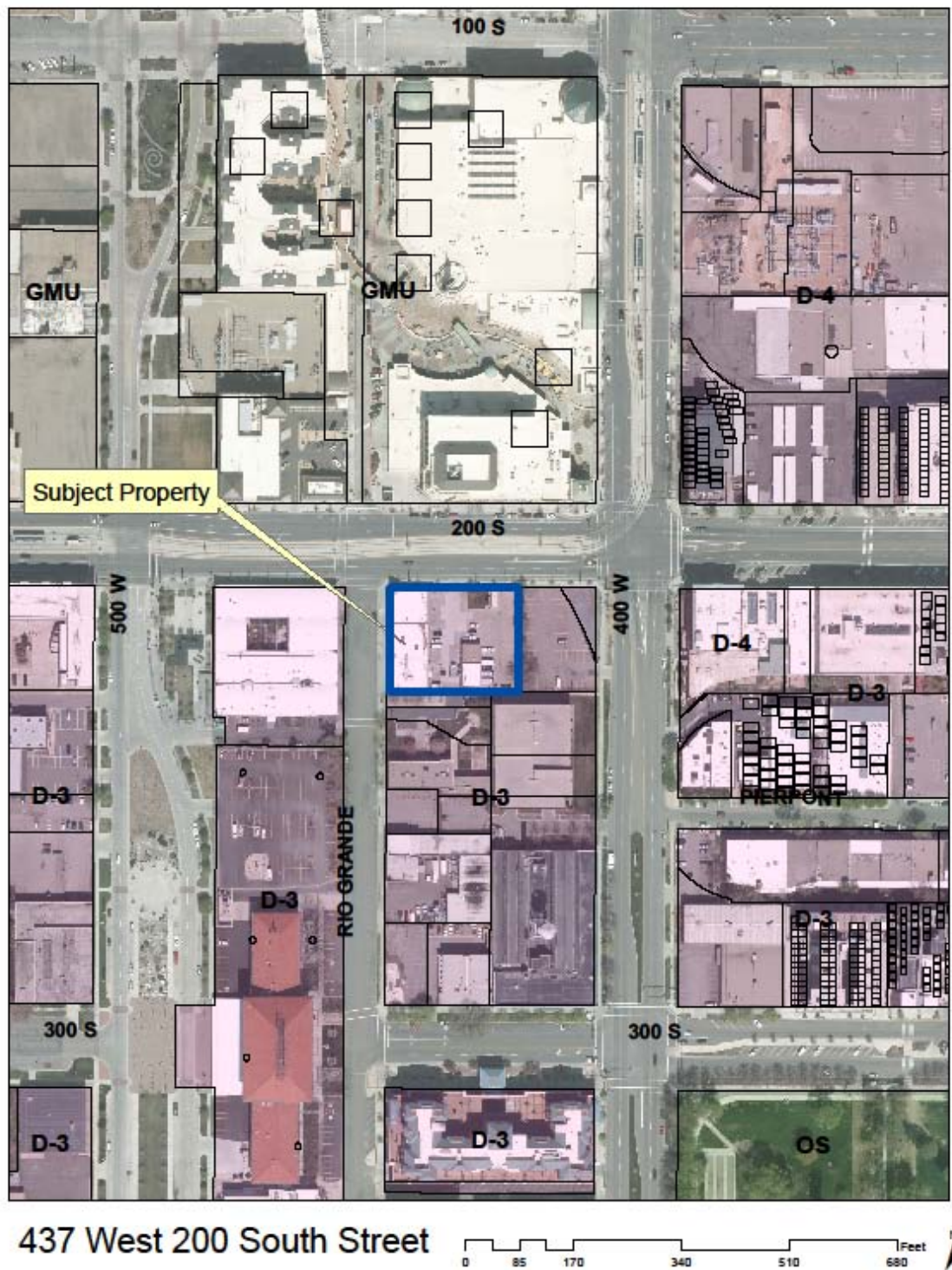
#### **NEXT STEPS:**

The Planning Commission action to recommend approval, approval with conditions or denial of the proposed conditional use will be the final decision action.

If approved, the applicant will be required to meet any conditions of approval and obtain all necessary permits for the emergency winter shelter project.

If denied the applicant would not have City approval to provide emergency winter shelter in the dining hall of the St Vincent de Paul center.

## ATTACHMENT A: VICINITY MAP







## **ATTACHMENT C: BUILDING AND SITE PHOTOGRAPHS**



St Vincent de Paul's - building corner at 200 South and Rio Grande



St Vincent de Paul's – parking area on 200 South





St Vincent de Paul's – community dining hall



Adjacent Weigand Center – courtyard and bicycle rack



St Vincent de Paul and Weigand Center - parking lot



## ATTACHMENT D: SURROUNDING NEIGHBORHOOD PHOTOGRAPHS

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Rio Grande St – Looking South from 200 South Street



Rio Grande St – Looking South from Gateway Center on Rio Grande Street



Rio Grande St – Looking south from south end of subject property



200 South St – Looking east from Rio Grande Street





200 South St – Looking west from Rio Grande Street



Rio Grande St – Looking north from 200 South

Note: Photos provided by the applicant, staff and through Google Earth.

## **ATTACHMENT E: ADDITIONAL APPLICANT INFORMATION**

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Approximately 16 years ago during a particularly cold winter, St. Vincent's dining room was approved by the City to be used at night as a temporary additional shelter for the homeless. The Road Home has used this space every winter (October 1 to April 15) since then as shelter for individuals who are not suitable for acceptance at our other homeless shelters, and who would otherwise be sleeping on the streets in the cold winter. This program has undoubtedly eased suffering and saved many lives. We provide shelter for approximately 70 individuals each night, beginning at 6:30 pm and ending at 7:00 am the following morning.

In 2009, the City requested that a conditional use permit be obtained to support the nighttime use of the dining room as a sleeping area. The Road Home applied for and received a Conditional Use Permit at that time. It was agreed that the Permit would be valid for a 5-year period, ending April 15, 2014.

The Road Home would like to apply for a new Conditional Use Permit. We currently have no practical alternatives, and we feel the current arrangement, although temporary, works well for The Road Home, St Vincent's and the City.

This Conditional Use application is for the use of the dining hall as an overflow shelter in the winter months. This activity takes place from 6:30 pm to 7:00 am each day, beginning sometime in October and ending sometime in April, depending upon the weather. This program provides emergency shelter for individuals, mostly single men, who are not able to be served at the main shelter due to space or behavioral health issues. These individuals are at great risk of frostbite and death from sleeping outside in the cold winter months.

This winter shelter service opens at the conclusion of the dinner service, approximately 6:30 pm each night. Men are checked in as they arrive; most activity is spread out between 6:30 and 10 pm. The men have entered from the door on Rio Grande Street directly across from the main shelter.

Year-round, the dining hall (owned and operated by Catholic Community Services – CCS) provides free meals to members of our community who are homeless or very low income and are in need of food. The dining program provides approximately 1,500 meals daily and goes up in the winter months to 1,800 people each day. The hot lunch is served to individuals and families from 11:30 am to 1 pm Monday through Friday. The dinner is served to individuals and family members from 5 pm to 6 pm daily.

Adjacent to the south of the dining hall is a courtyard and across the courtyard is the Weigand Day Center, also part of the CCS property. The Weigand Center provides day services to homeless individuals year-round, including assistance for travel, employment, identification, and much more. The Weigand Center provides services to an average of 350 people each day.

Across Rio Grande Street, to the west, is The Road Home's homeless shelter. At this facility we are providing emergency shelter, housing assistance, case management, employment and other services to approximately 700 individuals and families each night. This facility is open and staffed 24 hours a day, seven days a week. The men's, women's, and family shelter dorms each close for approximately two to three hours a day for cleaning. Other onsite services including access to restrooms and showers are available during working hours. Single men enter the facility from 500 West and families and single women enter from Rio Grande Street.

### *Applicant Submitted Information*



## **THE ROAD HOME WINTER SHELTER:**

### **APPROVAL STANDARDS AND DETRIMENTAL EFFECTS SUMMARY**

The following summary provides additional evidence addressing the Approval Standards and Detrimental Effects set forth in Salt Lake City Code Section 21A.54.080. The following evidence demonstrates The Road Home's (TRH) compliance with, and satisfaction of, standards and requirements associated with TRH's application for the continuation of its Conditional Use Permit in connection with its winter overflow homeless shelter.

#### **A. APPROVAL STANDARDS (Salt Lake City Code § 21A.54.080(A))**

***A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:***

***1. The use complies with applicable provisions of this title;***

- Under Section 21A.33.050 of the Salt Lake City Code, a homeless shelter is identified as a "conditional use" within the Zoning District in which the subject property is located (Downtown District D-3). The general Conditional Use standards set forth in Section 21A.54 also apply, and have been satisfied by TRH.
- The homeless shelter use will share and rely upon existing facilities within the St. Vincent DePaul's facility located on the southeast corner of 200 South and Rio Grande Street (St. Vincent facility), and TRH's application does not seek to alter or add to these existing facilities in any way. As such, there is no expansion or intensification of use to the property.

***2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;***

The use of the St. Vincent facility as a winter overflow shelter is compatible with the surrounding uses.

- The St. Vincent facility and the Weigand Center are owned by Catholic Community Services (CCS) and the zoning allows them to provide meals and day services to people experiencing homelessness.
- The St. Vincent dining hall itself is used year-round to provide hot meals to individuals and families experiencing homelessness and severe food shortage.
- The Weigand Center to the south of the St. Vincent facility provides day services and activities to help people experiencing homelessness with immediate needs and access to critical services.
- TRH operates a year-round, 24 hour a day homeless shelter directly across Rio Grande Street from the St. Vincent facility. This shelter operates at capacity.
- The number of people seeking shelter increases each year during the cold winter months.
- The winter overflow shelter operates during non-business hours (between 6:30 pm and 7:00 am), when most businesses in the area are closed.
- The number of individuals who have accessed the winter overflow shelter historically has been between 60 and 80 people. This shelter use does not increase the number of individuals in the area. To the contrary, this program acts as a "last resort" to provide a warm and safe place indoors to bring people in off the streets who would otherwise be sleeping outside, most likely in this neighborhood, and at great risk to their health and well-being.

### ***Applicant Submitted Information***

- This program works with the intent and spirit of compassion intended by all of these services. The winter shelter program brings people inside, provides heat, restrooms, warm drinks and snacks, dry clothing, including coats and socks, and allows people to sleep safely and get out of the winter elements.
- The proposed conditions of approval ensure the compatibility of the surrounding uses that are not related to homeless services, by among other things, restricting the time that individuals may begin to line up for the shelter, and by limiting the facility for use only during the period of October through April.

**3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and**

- The subject property is located within the “Gateway District,” which is described in the “Gateway District Land Use & Development Master Plan” and in the “The Gateway Specific Plan,” both of which were adopted by the Planning Commission and City Council in Summer 1998. TRH understands that a thorough summary of these Plans, and other relevant policies and plans of the City, are outlined in the Staff Report prepared by Everett Joyce. In a review of these Plans, it is clear that this limited, winter overflow shelter use is consistent with these Plans. For instance:
  - In the Land Use & Development Master Plan, it states that “well-managed social services should not be forced to relocate from the Gateway District, but additional steps are needed to deal with the impacts of loitering, crime and littering properties.
  - In the “Community Facilities” section of the Gateway Specific Plan, it is noted that agencies that operate social services for the homeless and other individuals with special needs within the Gateway District “provide a valuable service that is needed and with appropriate agency responses, these agencies can be compatible with future development in the Gateway District. Agencies will need to find ways to deal with the impacts of loitering, crime, and littering on neighboring properties, as well as take an active role in management strategies that improve compatibility between existing and proposed uses and service providers.”
- TRH is a responsible provider of homeless services, and has been in operation since December 1988. TRH is an active participant in the Downtown Community Council, Pioneer Park Coalition, Downtown Alliance Safety and Security Committee, Salt Lake County Homeless Coordinating Council, State Homeless Coordinating Committee and a variety of other groups, and works extensively with these various groups to address problems and look for solutions to many different issues affecting the Gateway District area, including issues relating to loitering, crime, and littering.

**4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.**

- The anticipated detrimental effects of the proposed use with respect to which the Planning Commission must determine compliance pursuant to Section 21A.54.080(B) of the Salt Lake City Code are listed in Part B below.
- In addition, opponents to TRH’s conditional use application have raised to date five (5) possible detrimental effects associated with TRH’s proposed shelter use. Although such opponents have not provided any evidence with respect to such detrimental effects, it may be helpful to respond to each of the alleged detrimental effects, as follows:
  - a. The use is not suited to the character of the site and adjacent uses. Please refer to Parts A(2), A(3), B(2), B(3), B(11), B(12), B(13), and B(14) in this Summary.
  - b. No analysis was performed establishing the intensity, size and scale of the use compared to the existing uses in the surrounding area. Please refer to Part B(3) below, and to the other “Applicant Information” concerning the proposed use.
  - c. There was no analysis or study of off street parking necessary for the use. See Part B(9) below.

***Applicant Submitted Information***

- d. The use is not appropriately screened, buffered or separated from adjoining dissimilar uses.*  
See Part B(11) below.
- e. The hours of operation and delivery of the use are not compatible with surrounding uses.* See part B(13) below.

**B. DETRIMENTAL EFFECTS** (Salt Lake City Code § 21A.54.080(B))

***Determination: In analyzing the anticipated detrimental effects of a proposed use, the planning commission, or in the case of administrative conditional uses, the planning director or designee, shall determine compliance with each of the following:***

***1. This title specifically authorizes the use where it is located;***

- As stated in Part A(1) above, under Section 21A.33.050 of the Salt Lake City Code, a homeless shelter is identified as a “conditional use” within the Zoning District in which the subject property is located (Downtown District D-3). The general Conditional Use standards set forth in Section 21A.54 and other applicable City ordinances apply, including off-street parking requirements.

***2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps;***

- As stated in Part A(3) above, the subject property is located within the “Gateway District,” which is described in the “Gateway District Land Use & Development Master Plan” and in the “The Gateway Specific Plan,” both of which were adopted by the Planning Commission and City Council in Summer 1998. A thorough summary of these Plans, and other relevant policies and plans of the City, are outlined in the Staff Report prepared by Everett Joyce, and in Part A(3) above.

***3. The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area;***

- Analysis of Intensity, Size and Scale of Site:
  - TRH’s application is for the use of the St. Vincent facility as an overflow shelter during the months of October through April. Each day during operation, this overflow shelter service opens at the conclusion of the dinner service, approximately 6:30 pm each night. Men are checked in as they arrive; most check-in activity is spread out between 6:30 and 10 pm. The men have entered from the door on Rio Grande Street directly across from the main shelter, but TRH has confirmed that CCS will allow TRH to utilize both the west (Rio Grande Street) and east (parking lot off of 200 South) entrances during this coming winter season. TRH will take steps to structure the inflow and outflow in a way that reduces impacts on city sidewalks.

*Applicant Submitted Information*

- TRH expects that approximately 60-80 individuals will use the St. Vincent facility for shelter purposes each night during the winter months. In addition, TRH has approximately 12 staff on-site in the St. Vincent facility for winter shelter. In comparison, year-round, the St. Vincent's dining hall provides free meals to members of our community who are homeless or very low income and do not have enough food to feed themselves. There are 450-500 people served at lunchtime and again at dinnertime each day in the summer. This can go up an additional 100 or more people during the winter.
- Since many people go back for a second and even third meal, the dining program provides approximately 1,500 meals daily and goes up in the winter months to 1,800 people each day. The hot lunch is served to individuals and families from 11:30 am to 1 pm Monday through Friday. The dinner is served to individuals and family members from 5 pm to 6 pm daily.
- TRH has not and will not change any of the existing exterior or interior structure of the St. Vincent facility for this proposed homeless shelter use. (Please see photographs below depicting the exterior and interior portions of the facility and surrounding areas.) The use of the St. Vincent facility is necessary as an overflow shelter during the winter months because The Road Home main shelter across the street operates at capacity each night during the winter months.
- The winter shelter does not have any significant impact on vehicle traffic in or out of the St. Vincent property. TRH has one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. TRH does not utilize the St. Vincent parking lot. Employees park in TRH parking and walk across the street.
- The winter shelter serves only single men, so all restrooms within the St. Vincent facility are available to men only. Women can use restrooms at TRH's main shelter.
- The value of the program at St. Vincent's is that it provides opportunity for our community to provide shelter on an emergency, overflow basis. This program provides emergency shelter for individuals, mostly single men, who are not able to be served at the main shelter due to space and behavioral health issues and/or inebriation. This activity takes place from 6:30 pm to 7 am each day, beginning sometime in October and ending sometime in April, depending upon the weather. These individuals are a great risk of frostbite and death from sleeping outside in the cold winter months.
- Existing Uses in Surrounding Neighborhood:
  - Adjacent to the south of the St. Vincent facility is a courtyard and across the courtyard is the Weigand Day Center, also part of the CCS property. The Weigand Center provides day services to approximately 350 homeless individuals each day, including assistance for travel, employment, identification, and much more.
  - To the north of the St. Vincent facility is 200 South, Trax and the Gateway Mall across the street.
  - Across Rio Grande Street, to the west, is The Road Home's homeless shelter. At this facility TRH provides emergency shelter, housing assistance, case management, employment and other services to approximately 700 individuals and families each night. This facility is open and staffed 24 hours a day, seven days a week. The men's, women's, and family shelter dorms each close for approximately two to three hours a day for cleaning. Other onsite services including access to restrooms and showers are available during working hours. Single men enter the facility from 500 West and families and single women enter from Rio Grande Street.
- The following photographs depict the location of the St. Vincent facility, the surrounding areas, and the interior of the St. Vincent facility:

### *Applicant Submitted Information*



1. Rio Grande Street



2. St. Vincent de Paul from the north



3. Weigand Center Courtyard

### *Applicant Submitted Information*



4. The Road Home shelter



5 St. Vincent de Paul



6 St. Vincent de Paul (Interior)

*Applicant Submitted Information*





7 St. Vincent de Paul (Interior)

***4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered;***

- The existing property is comprised of a single story brick building, with parking. As demonstrated in the photographs above, the building is similar to surrounding structures.
- TRH has not and will not change any of the existing exterior and interior structure for this proposed use.

***5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows;***

- Virtually all parking is provided by TRH for staff and no vehicular traffic for this particular service.
- TRH has only truck that uses the existing entrance (off of 200 South) and parking area (located to the east of the building) to pick up blankets to wash in the morning, and to bring them back in the afternoon each day.

***6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;***

- The evening winter shelter does not cause any adverse impact on vehicle traffic in or out of the St. Vincent property, nor on any adjacent property. TRH has one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. TRH does not park cars in the St. Vincent parking lot. Employees park in TRH parking and walk across the street.
- The overflow shelter serves only single men, so all restrooms at St. Vincent's are available to men only. Women can use restrooms at the main shelter.
- The overflow shelter operates during non-business hours (between 6:30 pm and 7:00 am), when most businesses in the area are closed. This mitigates any adverse impacts on adjacent property from pedestrian traffic created by the emergency shelter use.

***Applicant Submitted Information***

***7. The site is designed to enable access and circulation for pedestrian and bicycles;***

- Individuals and families in need of a meal enter the St. Vincent facility from the courtyard on Rio Grande Street and through the parking lot to the east door. They can exit the facility from either the west door onto Rio Grande Street or the east door into the parking lot.
- The overflow shelter does not cause any adverse impact on vehicle traffic in or out of the St. Vincent property, nor on any adjacent property. TRH has one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. TRH does not park cars in the St. Vincent parking lot. Employees park in TRH parking and walk across the street.
- The overflow shelter serves only men, so all restrooms at St. Vincent's are available to men only. Women can use restrooms at the main shelter.

***8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street;***

- The evening winter shelter does not unreasonably impact vehicle traffic in or out of the St. Vincent property, nor of any abutting or adjacent street. TRH has one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. TRH does not utilize the St. Vincent parking lot. Employees park in TRH parking and walk across the street.
- Access to the site for this program does not affect any abutting or adjacent street. There is no significant increase to the pedestrian or vehicular traffic caused by this overflow shelter beyond any existing pedestrian and vehicular traffic impacts in this area generally, whether created by homeless services, retail, residential or other uses.

***9. The location and design of off street parking complies with applicable standards of this code;***

- Off-street parking is located to the east of the St. Vincent facility. This existing parking complies with applicable standards of the Code. However, TRH will not use the parking, except that TRH has one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. Employees park in TRH parking and walk across the street.

***10. Utility capacity is sufficient to support the use at normal service levels;***

- TRH understands that Public Utility Department review concludes that the proposed overflow shelter use will not impact the utility systems servicing the St. Vincent facility.
- The overflow shelter serves only single men, so all restrooms at St. Vincent's are available to men only. Women can use restrooms at TRH's main shelter across the street.

***11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts;***

- The CCS property is fully gated and all the program activity occurs inside the St. Vincent facility. (Please see photograph below which identifies the gate and surrounding area.)
- The St. Vincent facility in which this overflow shelter use is to occur is located to the north of the Weigand Center, which provides day services and activities to help people experiencing homelessness with immediate needs and access to critical services. A courtyard separates the St. Vincent facility and the Weigand Center.

***Applicant Submitted Information***

In addition, TRH operates a year-round, 24 hour a day homeless shelter directly across Rio Grande Street from the St. Vincent facility. This shelter operates at capacity.

- To the north of the St. Vincent facility is 200 South, with a Trax line running down the middle of that road.
- TRH's application is for the use of the St. Vincent facility as an overflow shelter during the months of October through April. Each day, this winter shelter service opens at the conclusion of the dinner service, approximately 6:30 pm each night. Men are checked in as they arrive; most check-in activity is spread out between 6:30 and 10 pm. The men have entered from the door on Rio Grande Street directly across from the main shelter, but TRH has confirmed that CCS will allow TRH to utilize both the west (Rio Grande Street) and east (parking lot off of 200 South) entrances during this coming winter season. TRH will take steps to structure the inflow and outflow in a way that reduces impacts on city sidewalks.



6. St. Vincent de Paul (view from 200 South sidewalk)

**12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke;**

- The emergency shelter supports the Salt Lake Sustainable Plan's goals to protect people and infrastructure from crimes and natural hazards and to maintain a safe and healthy natural and human environment.
- CCS allows smoking in the Weigand Center courtyard only. All other areas of the property are smoke free.

**13. The hours of operation and delivery of the use are compatible with surrounding uses;**

- Hours of operation for the overflow shelter are 6:30 pm to 7 am during the months of October through April. Most individuals have come in for shelter around 10 pm.
- The winter overflow shelter operates when most businesses in the area are closed.
- There is no significant increase to the pedestrian or vehicular traffic caused by this overflow shelter beyond any existing pedestrian and vehicular traffic impacts in this area generally, whether created by homeless services, retail, residential or other uses.

*Applicant Submitted Information*

***14. Signs and lighting are compatible with, and do not negatively impact surrounding uses; and***

- No additional signage or lighting is being proposed or will be used in connection with the proposed emergency shelter use.
- Currently, the building is lit with downward facing lights and does not impact surrounding areas.

***15. The proposed use does not undermine preservation of historic resources and structures.***

- Due to the nature of the proposed use as an emergency overflow shelter to be used during the winter months, the proposed use does not undermine the preservation of any historic resources or structures. There are no historic resources or structures located upon or adjacent to the subject property. TRH is committed to protecting and preserving other nearby historic landmarks.

*Applicant Submitted Information*

## **ATTACHMENT F: EXISTING CONDITIONS**

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### **Background**

Matt Minkevitch, Executive Director of The Road Home, is requesting Conditional Use re-approval for an emergency homeless shelter to be located in the community dining area of the St. Vincent de Paul Center at 437 West 200 South. This request is to house the homeless during the winter months from October 1 to April 15. The Road Home cannot house all of those seeking shelter in the winter months at its main facility, so additional space is needed. The dining area of the St. Vincent de Paul Center has been used for this purpose in the past. The community winter shelter program provides for approximately 70 individuals each night, but can accommodate 80 individuals. Shelter hours begin at 6:30 p.m. and end by 7:00 a.m. the following morning.

The Road Home first opened in December 1988 while the St. Vincent de Paul Center has been in operation since February 1987. The two facilities are located across the street from each other on 200 South and Rio Grande Street. Both The Road Home and St. Vincent's are located in the D-3 Downtown Warehouse/Residential Zoning District. Both properties are also within the Gateway Specific Plan area. The St. Vincent de Paul Center emergency shelter facilities are currently in place and no modifications will be made to the building.

The St. Vincent facility and the Weigand Center, located to the south, are owned by the Catholic Community Services and the zoning regulations allow them to provide meals and day services to people experiencing homelessness. The St. Vincent dining hall itself is used year-round to provide hot meals to individuals and families experiencing homelessness and severe food shortage. The Weigand Center provides day services and activities to help people experiencing homelessness with immediate needs and access to critical services. The Road Home operates a year-round, 24 hour a day homeless shelter directly across Rio Grande Street from the St. Vincent facility.

The homeless shelter use will share and rely upon existing facilities within the St. Vincent DePaul's Center and The Road Home's application does not seek to alter or add to these existing facilities in any way. As such, there is no expansion or intensification of use to the property. The men using the emergency shelter in the past five years have entered the St Vincent de Paul's facility from the door on Rio Grande Street directly across from the main shelter. The Road Home will use the west entrance on Rio Grande Street and for the next year will be able to use the east entrance in the parking lot. This will allow The Road Home to structure the inflow and outflow in a way that reduces impacts on city sidewalks.

### **Land Uses in the Area**

The Road Home used the subject property, the St. Vincent de Paul Center's community dining facility as an emergency winter shelter under a previous conditional use approved in 2009. The existing Catholic Community Center dining hall provides meals for an estimated 1500 clients in the summer and 1800 clients in the winter. The breakdown is approximately 450-500 people served at lunchtime and at dinnertime. This can go up an additional 100 or more people during the winter. The number of meals served and people served do not match since many people go back for an additional meal.

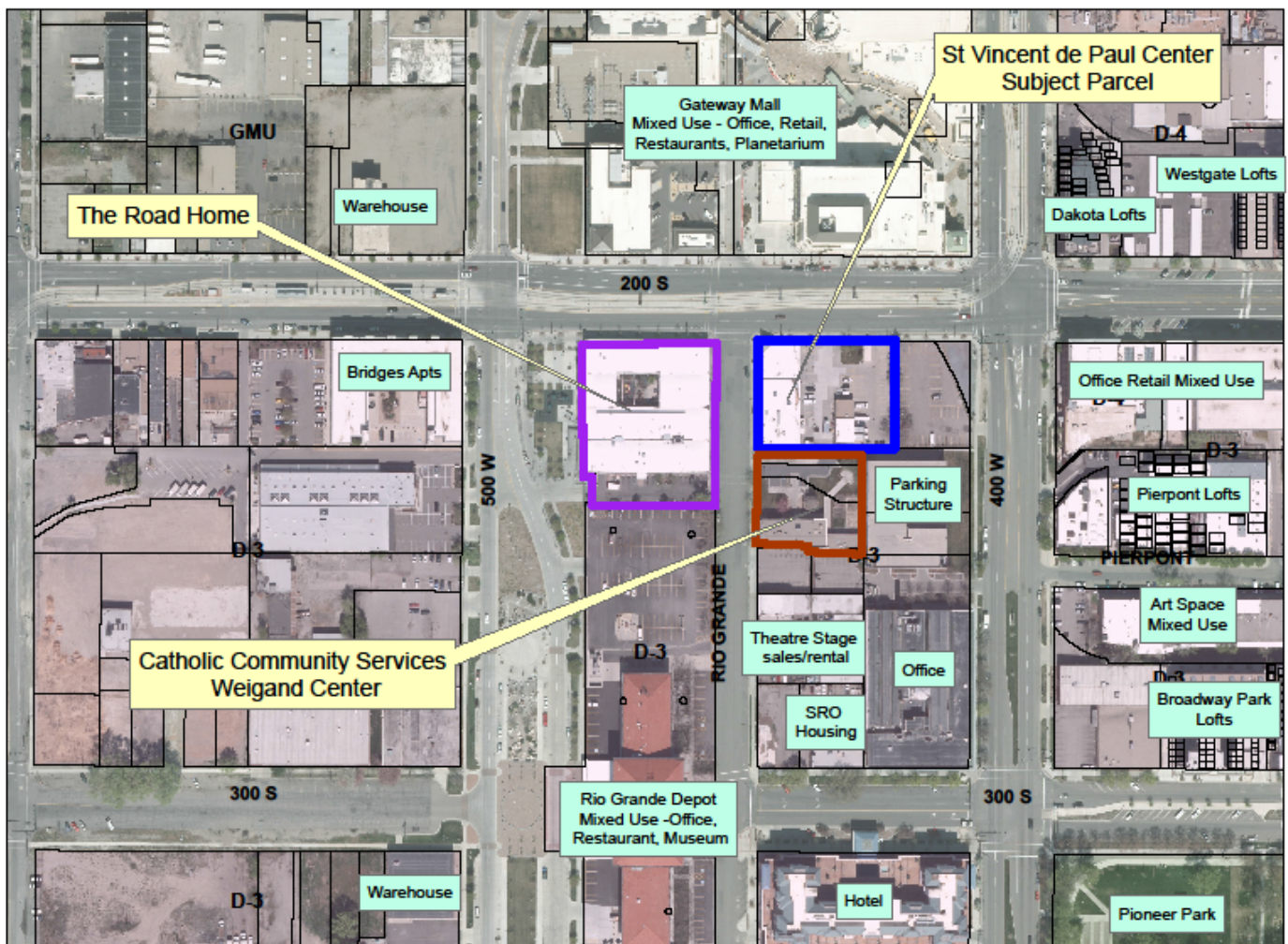
Adjacent and to the south of the dining hall is a courtyard and the Weigand Day Center, also part of the Catholic Community Services property. The Weigand Center provides day services to homeless individuals year-round, including assistance for travel, employment, identification, and much more. The Weigand Center provides services to an average of 350 people each day.

The land uses that are adjacent to the subject property are listed in the table below.

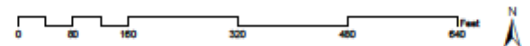


Adjacent Land Uses			
Address	Direction from Subject Property	Zoning District	Land Use on Property
210 S Rio Grande	West	D-3	The Road Home homeless shelter - Serves approximately 700 persons per night
178 S Rio Grande	Northwest	GMU	Office Retail mixed-use
440 West 200 South	North	GMU	Retail Condo– Gateway Development
375 West 200 South	East	D-3	Commercial parking
235 S Rio Grande	South	D-3	Weigand Center – Serves approximately 350 persons per day
241 and 263 S Rio Grande	South	D-3	Parking and theater stage sales and rental
234 – 280 South 400 West	Southeast	D-3	Office

The map below highlights the social service facilities within the area. Also identified are some of the existing land uses. As shown, there is a mix of housing, retail, office, social services and mixed use developments.



Social Services Facilities and Surrounding Land Uses





### **Zoning Regulations**

The subject property is in the D-3 Downtown Warehouse / Residential District. The purpose of the D-3 downtown warehouse/residential district is to provide for the reuse of existing warehouse buildings for multi-family and mixed use while also allowing for continued retail, office and warehouse use within the district. The reuse of existing buildings and the construction of new buildings are to be done as multi-family residential or mixed use developments containing retail or office uses on the lower floors and residential on the upper floors. This district is appropriate in areas where supported by applicable master plans. The standards are intended to create a unique and sustainable downtown neighborhood with a strong emphasis on urban design, adaptive reuse of existing buildings, alternative forms of transportation and pedestrian orientation.

The proposed use would occupy an existing building and no exterior modifications are planned as part of this proposal. When no exterior modifications are planned, the Zoning Ordinance does not always require a building to be brought up to current zoning standards. The chart below identifies zoning standards that are related to this proposal.

<b>D-3 Downtown Warehouse/Residential District Standards</b>		
<b>Requirement</b>	<b>Standard</b>	<b>Status</b>
Lot Size	No minimum lot area or lot width	Meets standard
Building Height	75'	One story structures on site. Meets standard
Minimum Yard	None, except surface parking lots 15'	Existing buildings meet the standards; parking lot is noncomplying to setback along 200 South – The parking lot was put in when zoning standards did not require a setback. The site parking lot status is legal noncomplying. Meets standard.
Parking	Nonresidential uses - No parking for first 10,000 sq. ft. – 1 space per 1,000 sq ft above 10, 0000 sq. ft.	Existing buildings on the site consist of approximately 11,700 sq. ft. The parking requirement is 2 spaces.  Parking provided: 33 - Meets standard
Bicycle Parking	5% of required parking	Required: 2 stalls Provided: 5 stalls – Meets standard
Landscaping	The landscaping required on an existing developed site shall be provided as a condition of building permit issuance for any addition, expansion or intensification of a property that increases the floor area and/or parking requirement by fifty percent (50%) or more.  Landscape buffers are not required in the D-3 Zoning District.	The proposed conditional use does not add to the existing structure foot print nor does it increase the parking requirements greater than existing on the site. Meets standard.

### **Adopted Master Plan and Housing Plan Policy**

The following adopted documents provide policy direction regarding land uses and housing policy for Salt Lake City.

### ***Gateway District Land Use and Development Plan***

The subject property lies within the Gateway District. The Gateway Specific Plan and the Creating an Urban Neighborhood Plan comprise the Gateway District Land Use and Development Plan.

The Land Use section of “The Gateway Specific Plan” (pages 19-23) contains the following Objectives:

- 1: Provide for the continuation of existing uses within the Gateway District.*
- 2: Organize the Gateway in a pattern of streets, blocks and pedestrian ways that extend the original grid pattern.*
- 3: Encourage transit-oriented development (TOD)*
- 4: Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District.*
- 5: Provide opportunities for housing within the Gateway District to reinforce downtown as a place to live, work and shop.*
- 6: Maintain and improve retail services in the Gateway District.*
- 7: Strengthen the character and livability of the District by developing a system of public recreation facilities, open spaces, pedestrian ways, and waterways.*
- 8: Encourage adaptive reuse of historic buildings within the Gateway District.*

The following *Related Objectives* are part of the Gateway Master Plan:

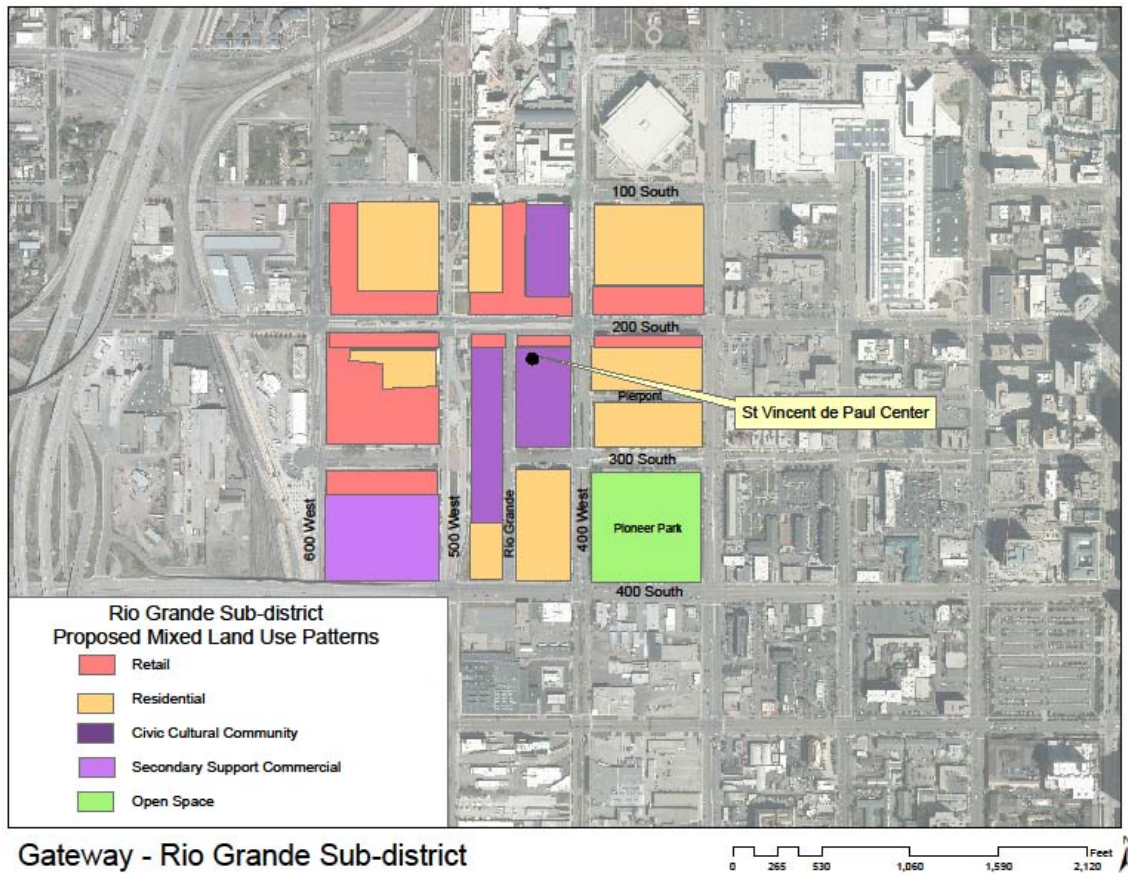
- *Provide for the continuation of existing uses within the Gateway District.*
- *Encourage existing businesses to remain and expand consistent with the urban design guidelines which contribute to the development of a urban neighborhood.*

The Gateway Sub-districts and Land Use Patterns section of the Creating an Urban Neighborhood Plan (page 5) discusses changing land use patterns. Specifically mentioned is the following:

*Several public and private social service agencies and facilities are located in the Gateway. They provide essential services to homeless individuals and families, including day care, elementary school, medical and dental clinics, food service and lodging, counseling, and job service assistance. These services are vital to the health and safety of their clients.*

### **Rio Grande Sub-district**

The subject site lies within the Rio Grande Sub-district, one of five sub-districts of the Gateway District. The master plans proposed long range land use pattern for the subject parcel is retail on the 200 South Street front and civic, cultural community on the south portion of the site. See the Future Land Use Map below.



The Community Facilities section of “The Gateway Specific Plan” (page 33) contains the following Objective:

*Objective7 - Social Services:*

*Develop strategies that will help integrate social service facilities into the social fabric of the Gateway District.*

*There are several social service facilities in the Gateway District that provide aid to the homeless and other individuals with special needs. Social services agencies provide a valuable service that is needed and with appropriate agency responses, these agencies can be compatible with future development in the Gateway District. Agencies will need to find ways to deal with the impacts of loitering, crime, and littering on neighboring properties, as well as take an active role in management strategies that improve compatibility between existing and proposed uses and service providers.*

*Policy 7.1*

*Encourage new ways to address loitering (e.g. provide spaces where clients can line up inside rather than on the: sidewalks and streets).*

*Policy 7.2*

*Develop a day shelter that provides a skills training and job placement program.*

*Policy 7.3*

*Provide police presence with on-foot or bicycle patrols to assist in the reduction of loitering, drug dealing, and other illegal activities.*

These policies are being addressed as part of the City's Homeless Initiative, which is discussed in Attachment J on page 43 of this report. The following strategies developed through Salt Lake City's Homeless Initiative have provided implementation actions to implement the policies regarding social services of "The Gateway Specific Plan". These actions will help to mitigate the impacts the homeless community have on the Gateway area.

- *Full-time Homeless Services Coordinator*
- *Increased Police Presence in the Depot District*
  - *Redeployment of Bike Officers and Modified Duty Schedules*
  - *Super Operations*
  - *Undercover Narcotics and Vice Operations*
  - *Increased Patrols*
- *Clean Teams*
- *Host Outreach Teams*
- *Parking Restrictions*
- *Homeless Court*

The Implementation section of the Creating an Urban Neighborhood Plan (page 25) contains the following *Social Services* issues:

- *Well-managed social services should not be forced to relocate from the Gateway District, but additional steps are needed to deal with the impacts of loitering, crime and littering properties.*
- *Social services must be encouraged to provide the highest quality of service. To address loitering problems emphasis should be placed on providing spaces where clients can line-up inside rather than on the street for meals. Shelter guest should have places to go when facilities are closed during the day.*
- *Increased activity is key to addressing these problems. More homes and businesses, increased recreational and community activities at Pioneer Park and other planned public facilities, increased Neighborhood Watch Programs, police presence and perhaps a corps of downtown guides should help address these problems.*

To help address loitering the proposed emergency shelter begins operations after the dinner services of the St Vincent de Paul's dining hall are completed. The shelter provides access to the facility from the hours of 6:30 to 10:00 p.m. The adjacent Weigand Center provides day services to the homeless.

### ***Housing Policy***

The 2012 Comprehensive Housing Policy and the 2000 Salt Lake City Community Housing Plan contain the following policy statements:

- *The 2012 Comprehensive Housing Policy includes statements on "Homeless, Transitional and Special Needs." Specifically the policy states the City should provide temporary housing to those who do not have other options ("the provision of temporary and permanent housing options for those who have no other options is a fundamental responsibility of government in modern day society").*
- *The 2000 Salt Lake City Community Housing Plan policy states development of programs to meet the housing needs of all individuals employed by and working or living within Salt Lake City.*

The proposed emergency shelter provides temporary shelter to those who have no other options.

# ATTACHMENT G: ANALYSIS OF STANDARDS

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## 21A.54.080 Standards for Conditional Use

**Approval Standards:** A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:

1. The use complies with applicable provisions of this title;

There are no code requirements, or provisions, specific to homeless shelters in the zoning ordinance. The Table of Permitted and Conditional Uses for Downtown Districts lists a homeless shelter as a conditional use within the D-3 Zoning District. The general criteria for Conditional Uses apply, as do the applicable zoning district standards and related code requirements. Since the proposed conditional use shares existing space and there is no expansion of the structure or the developed site the proposed use does not require any modifications to noncomplying setbacks of the zoning ordinance. Both The Road Home emergency shelter and St. Vincent Center have sufficient off-street parking to meet requirements. The proposed use shares existing facilities and there is no expansion of the existing site. The shared portion of the site, the dining hall facility will have fewer individuals in the dining hall at night when functioning as a shelter than there are in the day during the meal time functions of the dining hall. The existing site has adequate parking for the proposed shelter use. As identified in the zoning regulations analysis on page 27 of this report the proposed conditional use meets the applicable standards of the D-3 Downtown Warehouse/Residential District.

**Finding:** The existing site and proposed use complies with the applicable provisions of this title.

2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;

A compatible land use is defined in chapter 21A.62 Definitions, it is a use of land and/or building(s) that, in terms of development intensity, building coverage, design, bulk and occupancy, traffic generation, parking requirements, access and circulation, site improvements, and public facilities and service demands, is consistent with and similar to neighboring uses and does not adversely affect the quality of life of persons in surrounding or nearby buildings. Quality Of Life is defined as the attributes or amenities that combine to make an area a desirable place to live or work, including, but not limited to, the availability of political, educational, and social support systems; good relations among constituent groups; a safe and healthy physical environment; and economic opportunities for both individuals and businesses.

The character of the site with respect to site design and location of parking lots, access ways, and delivery ways will not change as a result of this application and the site characteristics are typical for the area. The building is a corner building located close to the sidewalk, the parking is to the side of the building. This application will not result in additional impacts as they relate to loss of privacy, objectionable views or sounds of loading and unloading areas. The public facilities and service demands of the proposed shelter are similar the dining hall and the shelter use serves less individuals than does the dining hall use. The impacts of the use are related to public safety related issues and these are discussed in the “detrimental effects determination” table on page 33 of this report. This application would not result in an increase in intensity over what is currently permitted on the property.

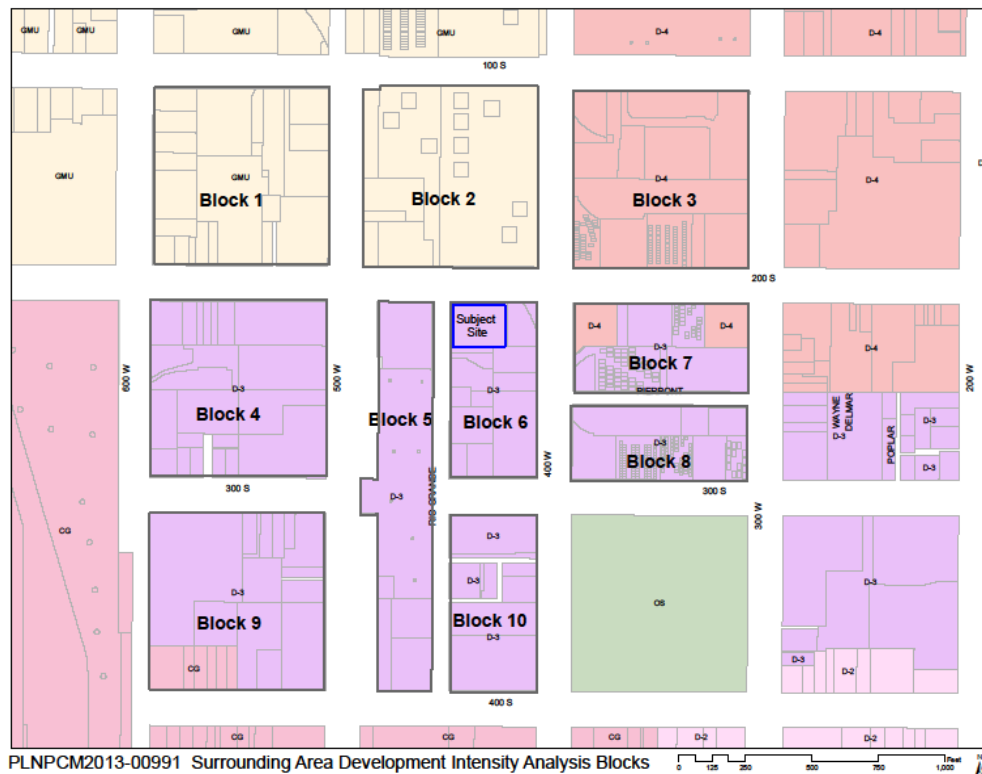
The intensity of development in the surrounding area is analyzed in the table below. The building block coverage measures the built area intensity at the block level and compares size and scale of development. It measures the area of ground floor footprints of buildings divided by the block area. This calculation reflects the actual experience of an environment. The block building coverage for the surrounding area ranges from 25 percent to 74 percent of the block. The average block coverage is 46 percent and the block with the proposed shelter is developed with an intensity of 48 percent. The existing buildings on site are one story.

The proposed use will be located within the existing development and shares the dining hall and restroom space of the St. Vincent de Paul Center. The proposed shelter use does not intensify the existing site. The intensity of the development of the subject property is within the range of intensity, building coverage and bulk of the development pattern and the proposed use does not exceed the scale of other development within the area.

The surrounding area consists of variety of land uses that include mixed use developments with office, housing, retail, and entertainment uses. Other development in the area includes office, warehousing, storage and distribution, retail goods and services, restaurants, hotels and residential apartment and condominium uses.

<b>Surrounding Area Intensity Analysis - Building Block Coverage</b>			
Block	Block Area Approximate Acreage	Block Building Footprint Approximate Square Feet	Building Block Coverage Percent
1	10	115,300	26
2	9.2	299,000	74
3	10	203,000	47
4	10	149,100	34
5	7.2	124,000	40
6*	5	103,700	48
7	5	103,400	47
8	4.2	116,700	64
9	10	109,100	25
10	5	108,300	50
			Average 46

Note: \* Subject Block





**Finding:** The proposed use creates some impacts that must be mitigated to comply with this standard. These impacts relate to loitering, littering and crime. These impacts can be reasonably mitigated by applying the following conditions:

1. The applicant is required to re-submit to the City a security and maintenance plan. The security and maintenance plan may be approved by the Zoning Administrator with input from the Police Department;
  2. The clients of the St. Vincent de Paul Center must be continuously visually monitored by on-site staff or by closed-circuit video camera;
  3. Lining up for entrance into the St. Vincent's shall not begin prior to 6:30 p.m. nightly; and
  4. The dining area of St. Vincent's may be used as an overflow facility for the homeless only, from October 1 to April 15 as requested.
3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and

The subject property lies within the Gateway District. The Gateway Specific Plan and the Creating an Urban Neighborhood Plan comprise the Gateway District Land Use and Development Plan. The subject site lies within the Rio Grande Sub-district, one of five sub-districts of the Gateway District. The master plans proposed long range land use pattern for the subject parcel is retail on the 200 South Street front and civic, cultural community use on the majority of the site. Related master plan policies are provided in Attachment F – Existing Conditions on page 25 of this report.

The Gateway Master Plan recognizes that there are several social service facilities in the Gateway District that provide aid to the homeless and other individuals with special needs. Social services agencies provide a valuable service that is needed and with appropriate agency responses, these agencies can be compatible with future development in the Gateway District. The analysis of standard 2 above identified those impacts and conditions of approval necessary to reasonably mitigate the impact.

**Finding:** As identified in the Existing Conditions section of Attachment F on page 25 this report the proposed use is consistent with the adopted Gateway District Land Use and Development Plan, the Community Housing Plan and the Comprehensive Housing Policy.

4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions. (Refer to Detrimental Effects Chart below for specific criteria)

**Finding:** As identified in the Detrimental Effects chart below that evaluation of the criteria related to the proposed winter shelter conditional use; the rationale and findings show that the proposed homeless shelter conditional use complies with the specific detrimental effects determination criteria for conditional uses.

**21a.54.080B: Detrimental Effects Determination:** In analyzing the anticipated detrimental effects of a proposed use, the planning commission, or in the case of administrative conditional uses, the planning director or designee, shall determine compliance with each of the following:

Criteria	Finding	Rationale
1. This title specifically authorizes the use where it is located	Complies	Section 21A.33.050: Table of Permitted and Conditional Uses For Downtown Districts lists a Homeless Shelter as a Conditional Use in the D-3 Zoning District.
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps	Complies	The Gateway District Land Use and Development Plan, the Salt Lake City Community Housing Plan and the Comprehensive Housing Policy support social facilities such as a homeless shelter. Specific plan references are further discussed in Attachment F on page 25 of this report.

<b>3. The use is well-suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area</b>	<b>Complies</b>	The use fits the character of the site, which provides social services. The site is not developed more intensive than other surrounding development as shown in the intensity analysis in Attachment F on page 25 of this report. The intensity of the development of the subject property is within the range of intensity, building coverage and bulk of the area development pattern and the proposed use does not exceed the scale of other development within the area.
<b>4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered</b>	<b>Complies</b>	There is no proposed new structure. The proposed use will share the dining hall and restrooms spaces of the existing St. Vincent de Paul Center. The Road Home will not change any of the exterior or interior structure of the St. Vincent facility for this proposed homeless shelter use. The existing building is a one story brick structure and the lot contains hard surface parking. The surrounding area consists of numerous brick structures with parking lots.
<b>5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows</b>	<b>Complies</b>	The existing site is developed and the proposed use will share the existing access points and driveways. No grading of the property is necessary and the existing parking lot has access to a major street (200 S). As identified in the departmental review, Attachment I on page 42 of this report, the site does not impede traffic flows.
<b>6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, non-motorized, and pedestrian traffic</b>	<b>Complies</b>	The existing design of parking facilities was subject to the approval and conformance to the standards of Chapter 44 Off Street Parking, Mobility and Loading. Emergency shelter pedestrian traffic will utilize the Rio Grande Street building entrance and the east building entrance that opens to the St. Vincent de Paul's Center parking lot. The proposed use will not alter the existing internal circulation system which allows use of the property without adverse impacts on adjacent property.
<b>7. The site is designed to enable access and circulation for pedestrian and bicycles</b>	<b>Complies</b>	The existing site has off-street parking, driveway ingress and egress, sidewalks that connect the interior of the property to the public sidewalks on 200 South Street and direct access from the building to 200 South and Rio Grande Streets. The site has the required bike rack in the parking lot off of 200 South.
<b>8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street</b>	<b>Complies</b>	<p>The emergency winter shelter does not add any significant impact on vehicle traffic in or out of the St. Vincent property above the existing day time use. For the shelter use there is one truck that picks up blankets to wash in the morning and brings them back in the afternoon each day. The shelter employees do not utilize the St Vincent de Paul's parking lot, they park in the Road Home parking lot and walk across the street.</p> <p>Access to the site for the shelter does not create a significant increase to the pedestrian or vehicular traffic beyond any existing pedestrian and vehicular traffic impacts created by other homeless services or other uses.</p>
<b>9. The location and design of off-street parking complies with applicable standards of this code</b>	<b>Complies</b>	The parking requirement the existing social service mission and charity dining hall facilities and the homeless shelter is two off-street parking spaces. The existing 33 on-site parking spaces exceed the off-street parking requirements.
<b>10. Utility capacity is sufficient to support the use at normal service levels</b>	<b>Complies</b>	The Catholic Community Services facility has existing utility services. Allowing for overnight sleeping within the dining hall area will not increase the demand above the utility services already provided. Public Utility Department review, Attachment I on page 42 of this report, identified that the proposed conditional use application doesn't appear to impact the public utility systems or the private service lines to the parcel.

<b>11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts</b>	<b>Complies</b>	Landscape buffers are not required in the D-3 Zoning District. The adjoining use to the south is a similar use, the Weigand Center, which provides social services for the homeless. The other adjoining property to the south is a parking structure for the office building located on the northwest corner of 300 S 400 W. The property to the east is a surface parking lot. The two adjoining properties containing parking and are buffered by fencing and landscaped areas. The use on the east portion of the St Vincent de Paul Center's site is a parking lot, a similar use as on the adjacent lots.
<b>12. The use meets City sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke</b>	<b>Complies</b>	The homeless overflow shelter supports individuals that typically do not have vehicles and the housing element does not impact the quality of surrounding air and water. The shelter provides a safe and healthy human environment for the homeless. The property owner, Catholic Community Services allows smoking in the Weigand Center courtyard only. All other areas of the property are smoke free. The subject property is not near any waterway. The use does not produce any hazardous materials.
<b>13. The hours of operation and delivery of the use are compatible with surrounding uses</b>	<b>Complies</b>	Hours of operation for the overflow shelter are 6:30 pm to 7 am during the months of October through April. Most individuals have come in for shelter by 10 pm. The shelter provides overnight housing for the homeless and operates at similar time periods as other residential housing including The Road Home shelter facility, residential dwellings and hotels within the area. Housing this segment of the homeless population reduces the number of people who would otherwise be out on the street. If the overflow shelter did not operate, those individuals would possibly be spending the night in public spaces or on private property which would cause more of a negative impact than providing overnight shelter.
<b>14. Signs and lighting are compatible with, and do not negatively impact surrounding uses</b>	<b>Complies</b>	There are no additional signs or lighting being provided for the proposed use than exist on site for the social service mission and charity dining hall. Immediately adjacent uses are parking lots or parking structures. The building is lit with downward facing lights existing lighting is in place and does not impact surrounding properties.
<b>15. The proposed use does not undermine preservation of historic resources and structures</b>	<b>Complies</b>	The Westside Warehouse National Historic District is located east of the subject property between 300 -400 West and fronts on 200 South and Pierpont Avenue. There are three historic landmark sites within the surrounding area. These are the Denver & Rio Grande Railroad Station, the Holy Trinity Greek Orthodox Church and the Old Pioneer Fort Site (Pioneer Park). The proposed use as an emergency shelter with no modifications to the existing structure, it does not undermine the preservation of any historic resources or structures.

## **ATTACHMENT H: PUBLIC PROCESS AND COMMENTS**

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The Planning Commission held a public hearing on this emergency winter shelter conditional use on March 26, 2014. The Planning Commission approved the conditional use with conditions. The approval of this application was appealed to the Land Use Appeals Hearing Officer. The result of the appeals hearing is that the conditional use is being brought back to the Planning Commission to hold another public hearing with a new staff report that specifically addresses each of the 15 detrimental impact criteria of chapter 21A.54 Conditional Uses.

This section includes the public comments from the March 26, 2014 staff report and comments from the Planning Commission minutes and comment cards submitted at the March 26, 2014 Planning Commission hearing.

### **Public Comments that were included in the March 26, 2014 Staff Report**

From: John Gurr [<mailto:john@iproperties.com>]

Sent: Monday, March 17, 2014 3:53 PM

To: Garrett, Luke; Mayor

Cc: Tarbet, Nick; Rogers, James; LaMalfa, Kyle; Penfold, Stan; Mendenhall, Erin; Luke, Charlie; Adams, Lisa

Subject: March 26 planning public hearing

Mayor Becker and Mr. Garrett:

I noted with interest that The Road Home is requesting another conditional use approval to continue an emergency winter homeless shelter for the sixth year. I would have liked to attend the public hearing, but unfortunately will be out of town, so I am taking this opportunity to write with my concerns.

I am extremely sensitive to the plight of the homeless and have a great deal of sympathy for their condition, but our area is taking far more responsibility for them than any other area in the state, and it is impacting our neighborhood and community. Conditions on and around the Dakota Loft property have deteriorated substantially in the last year or so – much worse than previous years. Some examples in just the last 6 – 12 months, and yes, some are gross, but welcome to our world:

- drugs are sold openly on street corners (police have stepped up efforts and are doing a heroic job, but still ...);
- human defecation on the sidewalks;
- men urinating on residential entry doors as well as camping in doorways and trespassing in common areas;
- continual loitering on our property with subsequent trash problems; plus
- virtually living on the sidewalks outside the shelters making foot travel impossible;
- camping on the landscaping strips as well as the traffic islands;
- emergency responders being summoned virtually every day (sometimes more); and
- now another conditional use approval is being sought for a new youth shelter down the street (888 South 400 West).

Seriously, would you put up with all this in your neighborhood?

I both work and live downtown and am extremely proud of what is going on in our city – particularly Main Street – but it seems that there is little or no attention, plans or concerns with our particular area. And while I am not naïve to the fact that City Creek has had a major impact on The Gateway and the surrounding area resulting in bleeding retailers and restaurants, I also believe, and have been told as such, that customers & visitors feel very uncomfortable coming into the neighborhood. The city needs to refocus on this area and make decisions that will not only assist the homeless, but also maintain our neighborhood as a desirable place to live and work ... having so many of the assistance programs located in one area is NOT the answer nor is it fair to those of us that live here.

Approval of the conditional use request once again will just push the problem forward rather than trying to come up with meaningful alternatives and solutions.

### **Applicant information submitted at the Planning Commission meeting of March 26, 2014**

Request for Conditional Use Permit - Emergency Winter Homeless Shelter, 437 West 200 South  
Submitted by Matthew M. Minkevitch

Thank you to Salt Lake City for this unique partnership that saves lives.

The Road Home provides emergency shelter and housing programs to help people in their efforts to move out of homelessness and back into our community.

We operate additional emergency shelter in the winter months to support our community's commitment to have a warm bed and basic services for anyone without a home during our brutally cold winters.

#### Services Provided at St. Vincent DePaul

Since 1998, we have utilized the St. Vincent DePaul Community Dining Room as a winter shelter for the most vulnerable individuals, many of whom are experiencing chronic homelessness and living with multiple disabilities.

We provide shelter to approximately 60 individuals per night in this location from October through April. The shelter opens after the dinner service is complete. Road Home team members come in and set up the facility with mats on the floor and basic services available including warm blankets, extra clothing, and food.

We have 6-8 team members on swing shift and 4-5 on graveyard. These individuals ensure a safe and secure environment where individuals can stay warm and get a night's sleep. We have security cameras which are monitored and available to the police when criminal activity is suspected. Our team cleans the facility and the street on a daily basis.

We work with many partners to provide this service at the St. Vincent DePaul Center. Catholic Community Services provides the space, staff members from Volunteers of America and Fourth Street Clinic engage with our team to connect individuals with detoxification services and basic health care.

We have operated in compliance with a conditional use permit that has been in place for the past five years.

#### Efforts to House Chronically Homeless Individuals

We are actively engaged with Salt Lake City, Salt Lake County and the State of Utah on community-wide planning efforts. We have adopted housing first as the best practice to ensure that people experiencing chronic homelessness can access housing without preconditions. Our data has shown that only 10 percent of those we serve in shelter meet the definition of chronically homeless.

Over the past five years, we have placed 782 chronically homeless individuals into housing.

Palmer Court (150), Wendell Apartments (32), HUD master leasing (120), Federal Emergency Solutions Grant (40), Shelter Plus Care (120), Veterans Administration Supportive Housing (130), Supportive Services for Veterans Families (40), other permanent supportive housing placements (150).

In 2009, we opened Palmer Court, 999 South Main Street, consisting of 201 apartments for chronically homeless individuals and families.

In 2009, The Road Home was selected as the central Rapid Rehousing agency for Salt Lake County. Since then, we have housed more than 2,000 families who have an 87 percent success rate in staying housed.



We have sought and received grants for vouchers and master leasing of units for chronically homeless individuals. These programs utilized existing apartments throughout the community and provide a scattered site permanent housing option.

We were successful in obtaining a grant from the Substance Abuse and Mental Health Services Administration to create an assertive community team model focused on engaging and housing the most vulnerable individuals living on our streets and in our shelters.

We have been a leader in the effort to end chronic homelessness for Veterans. We have provided space onsite at the shelter for staff from the Veterans Administration to streamline this process.

The State of Utah has seen a 74 percent decrease in the Point in Time count of chronically homeless individuals since 2005.

There is still work to do. Salt Lake City has seen a concentration of individuals in the Rio Grande and Pioneer Park area.

#### Current Efforts

The Road Home is partnering with the Council of Governments to grow our outreach services in the Rio Grande and Pioneer Park areas. We are collaborating on this grant with Volunteers of America, Utah and the 4th Street Clinic as well as the Salt Lake Police Department and will develop a co-located outreach center at the 4th Street Clinic as well as a four-person Street Engagement Team who will be focused in this neighborhood. Together we will coordinate and centralize access to housing, connect individuals with behavioral health services and complete vulnerability assessments to prioritize individuals for permanent supportive housing. We will improve the neighborhood by creating a welcoming and safe environment for the entire community.

We are supporting efforts to increase funding to allow the Weigand Center to stay open for longer hours and on weekends. We are also working with Volunteers of American to fund detox beds specifically for individuals who are intoxicated on the streets in our neighborhood.

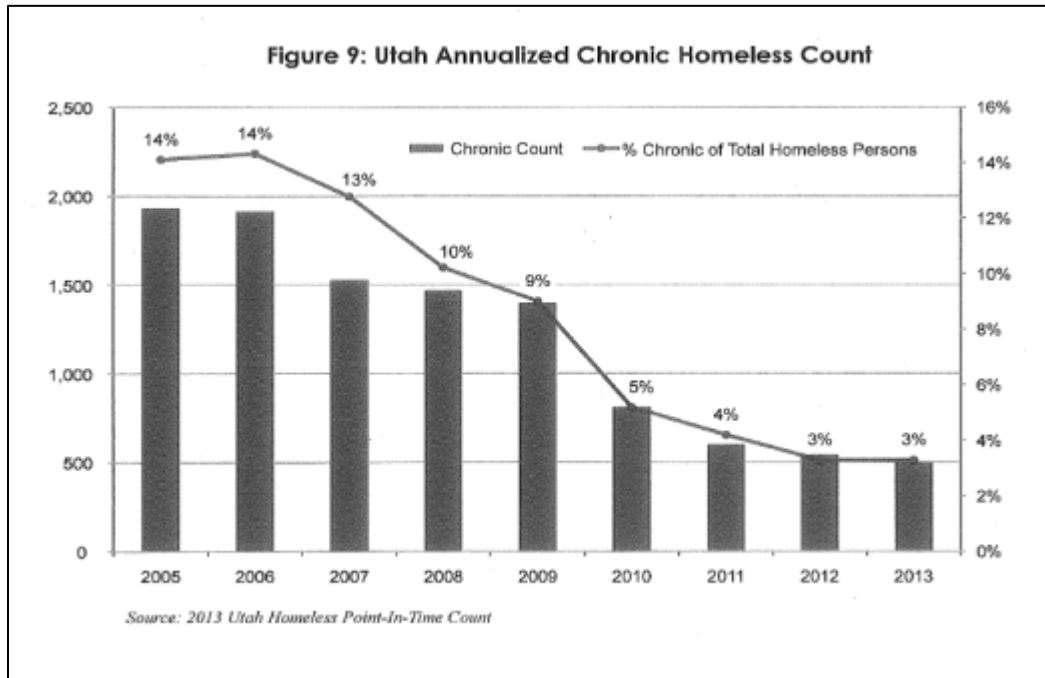
We are working closely with Salt Lake City staff on planning efforts to continue to address this need.

#### Discussion on Limited Scope of CUP Application

It is important to note what The Road Home's conditional use permit application is requesting. This application does not request the continued use of the St. Vincent de Paul building as a dining hall, or the continued use of The Road Home's main facility at 210 S. Rio Grande Street. Those uses are already permitted and will not change, regardless of the outcome of the Planning Commission's decision tonight. The only "use" under consideration is limited to whether St. Vincent's can remain as an overflow homeless shelter during the winter months.

The property is zoned D-3 (Downtown Warehouse / Residential District). This zoning district allows "homeless shelters" as a conditional use. Under Salt Lake City Code 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 set forth in this section."

We are aware of the concerns of our neighbors, and we actively participate along with our neighbors and other members of the community to address these concerns. With this in mind, please understand that many of the concerns we have heard from neighbors would exist with or without this limited, winter overflow homeless shelter use. This winter shelter would not intensify these concerns - in fact, we believe the benefits provided by this shelter to the community mitigate many of the expressed concerns. As to those concerns which are directed to the winter overflow shelter use, we believe the conditions proposed by the City planning staff are reasonable and will mitigate any possible "detrimental effects" created.



**Public Comments – From Planning Commission hearing of March 26, 2014**  
(Planning Commission minutes)

Mr. Christian Harrison, Downtown Community Council, reviewed the original document brought to the Commission when the Conditional Use was first approved. He reviewed the issues with crime, waste/garbage and homeless in the area. Mr. Harrison reviewed how the Center had been working in the area to address the homeless issues. He asked the Commission to grant the request with the condition that a covenant/good neighbor agreement is required to regulate how the shelter interacted with the neighborhood.

*The Commission asked Mr. Harrison if he knew of existing good neighborhood agreements. Mr. Harrison stated he knew of such agreements but did not have an example on hand to submit to the Commission.*

Mr. Chris Burbank, Salt Lake City Police, stated the shelter helped reduce the crime in the area as it took people off the street who may be otherwise involved with crime. He stated violent crimes in the area had reduced in the past year and the shelter was an asset to the City. Mr. Burbank stated the more the homeless services were spread out the more crime occurred because the homeless individuals would not travel to the outlying shelters. He stated homelessness in itself is not criminal activity.

Mr. Clair Baldwin, Salt Lake City Fire Department, stated he had reviewed the impact of the shelter now and before it was in service, and the amount of calls for the area had decreased because the individuals were not on the street. He stated many of the individuals on the street were mentally ill and delivering services in a concentrated area was better than having them spread throughout the city. Mr. Baldwin stated the shelter saved lives and improved the homeless issues in Salt Lake City.

The following individual spoke to the petition: Mr. Dennis Kelsch, Mr. Palmer Depaulis, Ms. Pamela Atkinson, Ms. Kathy Bray, Ms. Kristy Chambers, Mr. Jason Mathis, Mr. John Peirpont and Mr. Michael Pope.

The following comments were made:

- a. The main issue with the homeless was mental illness.

- b. Just because they were homeless their lives should not be labeled as meaningless and they should be given a chance to survive.
- c. The shelter was put in place because of the issues in the area.
- d. The real issue up for consideration was the emergency shelter not the Road Home shelter.
- e. The City would not tolerate losing individuals on the streets due to the lack of services for the homeless.
- f. The shelter successfully moves individuals into permanent homes and into society.
- g. There was a large turnover in the homeless population because they were moved into permanent housing.
- h. It was more economical to house the homeless in the shelter than in hotels.
- i. Volunteer of America expressed their support of the Road Home and their programs.
- j. It was very difficult to house everyone and get people off the streets in the winter which is a must.
- k. New programs to improve the area were being put in place to address the homeless in Pioneer Park and the Rio Grande area.
- l. The Fourth Street Clinic expressed their support for the shelter and its programs.
- m. Businesses in the area would rather have these individuals have a place to sleep than having them freeze on the street in the winter.
- n. Challenges in the area had grown over the years and the proposed programs were trying to elevate those challenges.
- o. Work Force Services expressed their support for the shelter and their programs.
- p. The location of the shelter was more cost effective then shuttling the homeless to other areas of the city.

*The Commission and Mr. Depaulis discussed if the neighborhood was built up around the homeless or if the homeless moved in after the neighborhood was established. Mr. Depaulis stated the issue with the homeless in the area existed prior to the growth of the neighborhood.*

#### **Comment cards submitted to the Planning Commission on March 26, 2014**

Clearly the issues are complicated, but these men are the most distressed in our community. The service is critical to the people that need it most.

Cost benefit regarding the conditional use to utilize the St. Vincent de Paul dining hall:

##### *Cost to SLC*

- Unknown, assumed low due to the ownership and operation is under Catholic Community Services.
- Costs associated with police coverage could increase if these individuals were on the streets vs. sleeping in a designated structure.
- Property insurance premiums for businesses increase as crime increases – If they are not on the floor in a building at night – they will be on the street.

##### *Benefit to SLC*

- Less individuals seeking warm shelter in alley ways result in less response calls by police.
- Personal safety of police officers is enhanced when these individuals have a place to stay overnight.
- Decrease in crime.

#### **Comments received since the Planning Commission meeting on March 26, 2014**

From: John Gurr [<mailto:john@iproperties.com>]

Sent: Monday, August 04, 2014 11:41 AM

To: Mayor; 'Luke Garrett'; Sommerkorn, Wilford

Cc: Mendenhall, Erin; City Council Liaisons; McDonough, Shawn; Luke, Charlie; Downtown CC Chair; Stott, Michael; Adams, Lisa; Planning Web Site Comments; LaMalfa, Kyle; Penfold, Stan; Council Comments; Rogers, James

Subject: Conditional Use Request - The Road Home | St. Vincent de Paul  
Importance: High

Mayor Becker, Mr. Garrott and Mr. Sommerkorn:

I have written previously regarding conditional use approvals for The Road Home and St. Vincent de Paul's shelter and now once again they are requesting same. I would like to address the concerns of the residents of Dakota Lofts about such a request.

We are extremely sensitive to the plight of the homeless and have a great deal of sympathy for their condition, but our area is taking far more responsibility for them than any other area in the state, and it is impacting our neighborhood and community. Conditions on and around the Dakota Loft property have deteriorated substantially in the last year or so – much worse than previous years. Some examples in just the last year, and yes, some are gross, but welcome to our world:

- drugs are sold openly on street corners (police have recently stepped up efforts and there has been considerable improvement);
- human defecation on the sidewalks;
- men urinating on residential entry doors as well as camping in doorways and trespassing in common areas;
- continual loitering on our property and adjoining RDA property with subsequent trash problems; plus
- virtually living on the sidewalks outside the shelters making foot travel impossible;
- camping on the landscaping strips as well as the traffic islands.

Seriously, would you put up with all this in your neighborhood?

We have laws that prohibit obstructing movement on public thoroughfares, littering and camping in public parks and landscaping strips – why aren't they being enforced? The shelters supposedly have residents assigned to clean up trash around the property (and if they still are, they are doing a terrible job) – why not the adjoining neighborhood that is negatively impacted as well?

I understand the logic of not wanting to "warehouse people" but isn't that preferable to them living on the sidewalks? We obviously need long term solutions, but until or unless the shelters can take responsibility for maintaining their property correctly, they should be denied approval. If a business made a similar request with any of the history that The Road Home has accumulated, would that request be granted? Would this be tolerated in the Sugarhouse area? 9<sup>th</sup> and 9<sup>th</sup>? Main Street? I find it rather interesting that, as a commercial real estate broker, I have seen owners threatened with fines if weeds next to a warehouse in an industrial area are not cut, but nothing is done to these properties in the heart of the city!

Dakota Loft residents love living in the city or they would not be here, but our condo community is also incurring substantial additional expenses such as increased landscaping costs for supplementary cleanup and replacement of plantings (people laying and sitting on them), installing security measures such as cameras and gate controls, and we are now even reviewing bids for private security patrols. It has also been reported to the HOA board that some condo sales have been lost because of these obvious problems and one owner (who moved here from Los Angeles just in the last year) has indicated that they are going to list their property for sale and move because of the reasons stated above. The city needs to refocus on this area and make decisions that will not only assist the homeless, but also maintain our neighborhood as a desirable place to live and work.

Approval of the conditional use request will just push the problem forward rather than trying to come up with meaningful alternatives and solutions. ... and having so many of the assistance programs located in one area is NOT the answer nor is it fair to those of us that live here.

John Gurr, Vice President  
**Dakota Lofts HOA**

# **ATTACHMENT I: DEPARTMENT REVIEW COMMENTS**

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## **Public Utilities**

The proposed conditional use permit application doesn't appear to impact the public utility systems or the private service lines feeding the parcel. For changes affecting the lot, development plans will need to be submitted and reviewed as part of the typical building permit process.

## **Transportation**

Petition PLNPCM2013-00991 Conditional Use – Extension.

Per Our review –August 19, 2009

Re: The Road Home (St. Vincent de Paul Center) Conditional Use request for Homeless shelter at 437 West 200 South.

The division of transportation review comments and recommendations are for approval as follows:

1. There are no changes proposed for the existing use and no record of traffic congestion on file.
2. To date we find no change in status and therefore recommend approval.

## **Zoning**

No issues provided this proposal is the same as the prior petition PLMPCM2009-00870. Further review may be needed if this proposal is a modification of the prior petition.

## **Housing and Neighborhood Development Division**

The Housing and Neighborhood Development Division (HAND) has reviewed the conditional use application for The Road Home's continued overflow emergency homeless shelter at St. Vincent De Paul's community dining hall (437 West 200 South). After reviewing the application, HAND cannot see any issues that need to be resolved with the application. The overflow emergency homeless shelter currently exists and contributes greatly to providing homeless services in the City.

HAND has reviewed the proposed application against both the 2012 Comprehensive Housing Policy and the 2000 Salt Lake City Community Housing Plan. HAND believes the proposal meets both city policies. Adopted by City Council in November 2012, the Comprehensive Housing Policy includes statements on "Homeless, Transitional and Special Needs." Specifically the policy states the City should provide temporary housing to those who do not have other options ("the provision of temporary and permanent housing options for those who have no other options is a fundamental responsibility of government in modern day society"). The Road Home cannot house all of those seeking shelter in the winter months at its main facility, so additional space is needed.

The section on Salt Lake City's Homeless Initiative looks good; my only suggested change is to update it with some current stuff. I'd replace the last sentence with,

"On April 1 and 2, Salt Lake City is hosting other major homeless service funders and providers in Homeless Solutions Retreat. The purpose of the retreat is to discuss guiding principles in providing homeless services and identify unmet needs."



# Attachment J: Salt Lake City Homeless Initiative Update

ERIC D. SHAW  
DIRECTOR  
MARY DE LA MARE-SCHAEFER  
DEPUTY DIRECTOR

**SALT LAKE CITY CORPORATION**  
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT  
OFFICE OF THE DIRECTOR

SCANNED TO: *Marin*  
SCANNED BY: *Rachel*  
DATE: *11.6.13*  
RALPH BECKER  
MAYOR

## CITY COUNCIL TRANSMITTAL



David Everitt, Chief of Staff

Date Received: \_\_\_\_\_



Date sent to Council: 11/12/2013

TO: Salt Lake City Council  
Kyle LaMalfa, Chair

DATE: November 12, 2013

FROM: Eric D. Shaw, CED Director



SUBJECT: Update on City's Homeless Initiative

STAFF CONTACT: Elizabeth Buehler, Homeless Services Coordinator  
801-535-7122, elizabeth.buehler@slcgov.com

Michael Akerlow, Housing & Neighborhood Dev. Director  
801-535-7966, michael.akerlow@slcgov.com

COUNCIL SPONSOR: Exempt

DOCUMENT TYPE: Briefing - Information only

### BACKGROUND/DISCUSSION:

In coordination with local non-profits, the business community and concerned citizens, several different Salt Lake City departments and divisions have taken on initiatives to help the homeless in Salt Lake City and reduce the impact that population has on surrounding areas. Current efforts center on the Depot District (Pioneer Park and Rio Grande area) of Downtown. However, the City is developing a holistic approach to addressing the issue city-wide.

Salt Lake City has contracted with Michele Straube, Director of the Stegner Environmental Dispute Resolution (EDR) Program of the University of Utah's Law School, to conduct a three-month study that will give the City a long-term situation analysis of homeless issues in Downtown. This assessment, currently in-progress, explores public perceptions of homelessness and stakeholder willingness to help with solving the issues. The study's results should enable the City to engage in effective and strategic problem-solving to provide long-term solutions to specific problems identified

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WWW.SLCGOV.COM/CED



through the assessment. As part of the assessment, 50 interviews are being conducted. Interviewees include representatives from the City, service providers, area businesses and residents, homeless individuals and others. The assessment team is also researching other efforts that impact the homeless population in downtown Salt Lake City and researching other cities' unique approaches to address the issue. The final Situation Assessment Report will identify potential long term strategies to address the issue of homelessness in Salt Lake City.

While the study is being completed, the City is implementing additional measures that can be accomplished quickly and have an immediate effect; as well as supporting ongoing programs that have a proven positive impact. Salt Lake City is working with the Downtown Alliance, other funding agencies and service providers on these efforts.

Below is a sampling of what the City is currently doing itself and in partnership with other groups. When the long term situational analysis is complete, it will be shared with the City Council.

- *Full-time Homeless Services Coordinator*-The City has created a full-time homeless services coordinator position. This position administers federal emergency solutions grants (ESG) and coordinates the City's efforts to combat homelessness. The position works directly with the service providers and other funding agencies to provide services to the homeless.
- *500 West Median Work*-Portions of the median on 500 West between 200 and 400 South has been redesigned to increase the visibility of the area and deter criminal activity. Work is now complete in transforming the area into a grass lawn.
- *Increased Police Presence in the Depot District*-The Police Department has done several things to improve its presence in the area.
  - *Redeployment of Bike Officers and Modified Duty Schedules*-The Police Department's Bike Squads have been redeployed to the Depot District. This is an increase of ten officers and two sergeants that are now assigned to patrol the Depot District, Main Street and Library Square. Their duty schedules have also been adjusted to provide Bike Squad coverage over a larger portion of each day, seven days a week.
  - *Super Operations*-Officers from the Community Intelligence Unit, Bike Squads, Motors, SWAT, Organized Crime Unit, Narcotics, Detectives, Public Relations, Salt Lake Information Center and Patrol have been deployed in operations directed at "order maintenance" and specific crimes in the Depot District. These operations are usually conducted over the course of a week and move from covert to overt in their progression.
  - *Undercover Narcotics and Vice Operations*-Weekly undercover operations are conducted in the Depot District, targeting illegal drug dealing, drug solicitation, prostitution and other related crimes.

- *Increased Patrols*-Patrol officers have provided an increased presence in the area.
- *Clean Teams*- The City has partnered with the Downtown Alliance and Valley Services to implement “clean teams.” Since September, these teams have been walking every street in the Depot District once or twice a day picking up trash and performing small property maintenance. Valley Services supervises and employs the clean teams. Clean team members are made up of users of the Weigand Center; work on the clean teams can lead to other employment opportunities with Valley Services.
- *Ambassador Program*- The new Downtown Ambassadors will provide street-level concierge services Downtown, ready to be of assistance to visitors, residents and businesses. In addition to giving directions and giving recommendations on things to see and do, each ambassador will make an effort to keep the downtown area safe and be prepared to help in case of an emergency.
- *HOST Outreach Teams*-The latest effort of the City’s Homeless Outreach Service Team (HOST) program is an outreach team. Once a week, various services providers, along with members of the City’s police department go to Pioneer Park or other outdoor locations and contact people who do not usually use homeless services. This effort helps identify new users and gets people the help they need.
- *Race to Zero*-Salt Lake City has partnered with the City of Phoenix in a friendly competition to see which city can house all its homeless veterans first. Both cities are close to reaching this goal. Salt Lake City only has 39 homeless veterans left! The hope is the “competition” will increase collaboration between the two cities and allow them to share success stories with other cities in their efforts. As part of the effort, Mayor Becker has proclaimed November 2013 as Veterans Housing Month.
- *Visit of Los Angeles Service Agencies*-Several city staff members visited Los Angeles November 7 and 8 to see what agencies there are doing to help the homeless. The City delegation met with Santa Monica officials, learned about different programs associated with UCLA, visited the PATH mall (a one-stop service shop in a re-used shopping center), toured Skid Row and learned about a dispersed service model.
- *Parking Restrictions*-On-street parking stalls along both sides of 500 West between 200 and 400 South have been given two-hour time restrictions to deter long term parking there. Rio Grande Street between 200 South and 300 South already has those time restrictions. As an added deterrence, parking is not allowed in those stalls during the overnight hours.
- *Veterans’ Court*-The Salt City Justice Court Veterans’ Court has been operating since April 2011. Court sessions are attended by a justice court judge, court staff,

a Veterans Justice Outreach Coordinator from the federal Department of Veterans' Affairs, Salt Lake Legal Defenders' Association personnel, and Salt Lake City Prosecutors' Office personnel. This collaboration offers a unique "direct connection to veterans' treatment options", and other veterans' resources, for veterans with cases in the Salt Lake City Justice Court.

- *Homeless Court*-The Salt Lake City Justice Court Homeless Court has been in operation since 2004 under the guidance of Judge John Baxter. It allows homeless individuals the option of appearing before a judge well-versed in homeless issues and in the company of others similarly situated and facing similar challenges. Certain offenses are not fully considered in the homeless court based on their seriousness (for example, DUI, domestic violence, or other assaultive conduct). Homeless court does allow other offenses (examples: public intoxication, open container, trespass) that are appropriate for a more informal setting to be heard. These cases can be resolved in a judicially efficient manner, and warrants can be recalled for later appearance before the regular court if the matter cannot be resolved in the homeless court.
- *Downtown Public Restrooms*-The City Council allocated \$350,000 in the current year's Capital Improvement Project funding for two public restrooms in the Downtown area. Before the permanent restrooms are installed in early spring, temporary facilities have been located to 500 West and 200 South.

## ATTACHMENT K: MOTIONS

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**Consistent with Staff Recommendation:** The motion recommended by the Planning Division is located on the cover page of this staff report. The recommendation is based on the above staff report analysis. Conditional uses are administrative items that are regulated by State Law as well as City Ordinance. State law *10-9a-507 Conditional Uses* states that “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 may be denied. If the Planning Commission determines that this is the case, then the Planning Commission must make findings related to specific standards, identify the reasonably anticipated detrimental effects, and find that the detrimental effects cannot be reasonably mitigated. Below is a potential motion that may be used in cases where the Planning Commission determines a conditional use should be denied.

**Not Consistent with Staff Recommendation:** Based on the staff report information, public input and discussion and the following finding(s), I move that the Planning Commission deny the request to allow a conditional use for a homeless shelter at 437 West 200 South.

The Planning Commission shall make findings on the Conditional Use standards as listed below:

1. The use complies with applicable provisions of this title
2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;
3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and
4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions. (Refer to Detrimental Impacts listed below for details)

21a.54.080B: Detrimental Effects Determination:

1. This title specifically authorizes the use where it is located.
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps.
3. The use is well-suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area.
4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered.
5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows.
6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, non-motorized, and pedestrian traffic.
7. The site is designed to enable access and circulation for pedestrian and bicycles.
8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street.
9. The location and design of off-street parking complies with applicable standards of this code.
10. Utility capacity is sufficient to support the use at normal service levels.
11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts.
12. The use meets City sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke.
13. The hours of operation and delivery of the use are compatible with surrounding uses.
14. Signs and lighting are compatible with, and do not negatively impact surrounding uses.
15. The proposed use does not undermine preservation of historic resources and structures.

Instructions: The Planning Commission only needs to make findings on the specific standard that is not being complied with.