

**Department of Community Planning and Economic Development – Planning Division**  
Conditional Use Permit  
BZZ-4634

**Date:** December 14, 2009

**Applicant:** Salvation Army Harbor Light Center

**Address of Property:** 5750 Sander Drive

**Project Name:** Veterans Transitional Housing Program

**Contact Person and Phone:** Carina Ruhlandt, (612) 767-3118

**Planning Staff and Phone:** Hilary Dvorak, (612) 673-2639

**Date Application Deemed Complete:** November 17, 2009

**End of 60-Day Decision Period:** January 16, 2010

**End of 120-Day Decision Period:** Not applicable for this development

**Ward:** 11      **Neighborhood Organization:** Nokomis East Neighborhood Association

**Existing Zoning:** R5, Multiple-family District and the SH Shoreland and AP Airport Overlay Districts

**Proposed Zoning:** Not applicable for this development

**Zoning Plate Number:** 39

**Legal Description:** Not applicable for this development

**Proposed Use:** Five-unit supportive housing development

**Concurrent Review:**

**Conditional use permit:** for a supportive housing facility.

**Applicable zoning code provisions:** Chapter 525, Article VII, Conditional Use Permits.

**Background:** The applicant is proposing to convert two existing residential buildings located at 5746 and 5750 Sander Drive into two supportive housing facilities. The two properties are located immediately adjacent to one another. Each of the buildings have six dwelling units located in them. Once the conversion is complete there will be ten one-bedroom dwelling units for formerly homeless veterans, the sixth dwelling unit, an efficiency unit, in the 5750 Sander Drive building will be for a resident site manager and the sixth dwelling unit, an efficiency unit, in the 5746 Sander Drive building will be used as an accessory office for a full-time case manager who works with the residents. All of the

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residents have been diagnosed with and are being treated for one or more of the following: alcoholism, chemical dependency, mental illness or physical disability.

It has been determined that the proposed use is supportive housing. The applicant has indicated that residents will reside there 24 hours per day and receive services which are provided by both the Salvation Army and the Veterans Administration. Services provided will include case management, health care, mental health services, job training, chemical dependency treatment and support, independent living skills coaching and budget training. Residents are allowed to live at the facility for up to 24 months.

The applicant has said that the “purpose of the program is to promote the development and provision of supportive housing and appropriate supportive services, including innovative approaches to assist homeless veterans in the transition from homelessness and to enable them to live as independently as possible”. In addition, the goal of the program is to “help homeless veterans to (1) achieve residential stability; (2) increase their skill levels and/or income; and (3) obtain greater self-determination”. All residents receive coordinated services including case management, health care, mental health services, job training, chemical dependency treatment and support, independent living skills coaching and budget training.

Supportive housing facilities are subject to specific development standards. One of these standards requires that supportive housing facilities be located at least a quarter mile from all other existing supportive housing facilities as well as community correctional facilities, community residential facilities, inebriate housing facilities, motels and overnight shelters. According to a map generated by the CPED – Planning Division there is one existing supportive housing facility located within a quarter mile of the development site. In addition, the proposed development is considered to be two separate facilities, adjacent to one another, and are each subject to the spacing requirement. Because of the facilities’ proximity to one another, as well as the existing facility within the required quarter mile spacing, the applicant is seeking a reasonable accommodation under the Federal Fair Housing Act of 1988 to locate the development at this site. The zoning administrator, in consultation with the city attorney, considers and acts on requests for reasonable accommodation. It has been determined that the residents have a disability, that the requested accommodation is necessary to afford such persons equal opportunity to use and enjoy the dwelling and that the requested accommodation is reasonable; therefore the request was approved. Supportive housing developments require a conditional use permit in the R5 zoning district.

Parking lots of more than four parking spaces are subject to the landscaping, screening and curbing requirements of Chapter 530, Site Plan Review. The on-site parking spaces are accessed directly from the alley. This is typical of the majority of the properties on the block. If the required landscaping, screening and curbing were to be installed the parking lot would have to be completely reconfigured which would eliminate most of the existing green space on the site. The Planning Division has determined that it would be impractical to reconfigure the parking lot.

**CONDITIONAL USE PERMIT** - for a supportive housing facility

**Findings as Required by the Minneapolis Zoning Code:**

The Community Planning and Economic Development Department – Planning Division has analyzed the application and from the findings above concludes that:

**1. The establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.**

The Planning Division does not believe that a five-unit supportive housing facility will be detrimental to or endanger the public health, safety, comfort or general welfare. The development will provide housing for formerly homeless veterans who have been diagnosed with and are being treated for one or more of the following: alcoholism, chemical dependency, mental illness or physical disability. The Salvation Army will provide on-going maintenance and security at the site.

**2. The conditional use will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal or orderly development and improvement of surrounding property for uses permitted in the district.**

The Planning Division does not believe that a five-unit supportive housing facility will be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal or orderly development and improvement of surrounding property for uses permitted in the district. The applicant has indicated that they have experience in providing supportive housing as they currently operate ten units in cooperation with the Veterans Administration both in the City of Minneapolis and in the City of Columbia Heights which have proven to be successful. There will be a resident site manager living in one of the two buildings.

**3. Adequate utilities, access roads, drainage, necessary facilities or other measures, have been or will be provided.**

The applicant will be working closely with the Plan Review Section of the Inspections Department and the various utility companies during the duration of the development to ensure that all procedures are followed in order to comply with city and other applicable requirements. The site is located on Sander Drive. The on-site parking area is accessed from the public alley.

**4. Adequate measures have been or will be taken to minimize traffic congestion in the public streets.**

The parking requirement for a supportive housing facility is one parking space per every four beds. For five beds the parking requirement is one parking space. There is an existing parking area on the site that can accommodate up to six vehicles.

**5. The conditional use is consistent with the applicable policies of the comprehensive plan.**

The site is located on Sander Drive just north of Highway 62 and two blocks west of 34<sup>th</sup> Avenue South. 34<sup>th</sup> Avenue South is a designated as a Community Corridor in *The Minneapolis Plan for Sustainable*

*Growth.* According to the principles and polices outlined in *The Minneapolis Plan for Sustainable Growth*, the following apply to this proposal:

- Preserve the stability and diversity of the city’s neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses (Land Use Policy 1.8).
- Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features (Implementation Step for Land Use Policy 1.8).
- Support housing density in locations that are well connected by transit, and are close to commercial, cultural and natural amenities (Housing Policy 3.2).
- Increase housing that is affordable to low and moderate income households (Housing Policy 3.3).
- Support policies and programs that create long-term and perpetually affordable housing units (Implementation Step for Housing Policy 3.3).
- Support the development of housing with supportive services that help households gain stability in areas such as employment, housing retention, parenting, and substance abuse challenges (Implementation Step for Housing Policy 3.3).
- Preserve and increase the supply of safe, stable, and affordable supportive housing opportunities for homeless youth, singles and families (Housing Policy 3.4).
- Support the creation of additional supportive housing units for homeless youth, singles and families (Implementation Step for Housing Policy 3.4).

The Planning Division believes that the proposed development is in conformance with the above policies of *The Minneapolis Plan for Sustainable Growth*. The proposed development will provide supportive housing for formerly homeless veterans who have been diagnosed with and are being treated for one or more of the following: alcoholism, chemical dependency, mental illness or physical disability.

**6. The conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located.**

- **Use:** Supportive housing facilities are a conditional use in the R5 zoning district.
- **Off-Street Parking and Loading:**

**Minimum automobile parking requirement:** The minimum parking requirement for a supportive housing facility is one parking space per every four beds. For five beds the parking requirement is one parking space. There is an existing parking area on the site that can accommodate up to six vehicles.

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**Bicycle parking requirement:** Existing buildings have grandfathered rights from the bicycle parking requirements.

**Loading:** There is no loading requirement for a supportive housing facility.

- **Maximum Floor Area:** No changes are proposed to the size of the building.
- **Building Height:** No changes are proposed to the height of the building.
- **Minimum Lot Area:** No changes are proposed to the size of the building.
- **Dwelling Units per Acre:** The site is 6,081 square feet or .14 acres in size. There are 42 dwelling units per acre proposed on the site.
- **Yard Requirements:** No changes are proposed to setbacks.
- **Maximum lot coverage:** No changes are proposed to the size of the building.
- **Maximum impervious surface:** No changes are proposed to the amount of impervious surface on the site.
- **Specific Development Standards:** Supportive housing facilities are subject to specific development standards:

**Supportive housing**

- Supportive housing shall be located at least one-fourth ( 1/4) mile from all existing supportive housing and from all of the following uses, except in the B4H Overlay District:
  - Community correctional facility.
    - Community residential facility.
    - Inebriate housing.
    - Motel.
    - Overnight shelter.
  - The maximum number of persons served shall not exceed thirty-two (32), except in the B4H Overlay District.
  - On-site services shall be for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.
  - To the extent practical, all new construction or additions to existing buildings shall be compatible with the scale and character of the surroundings, and exterior building materials shall be harmonious with other buildings in the neighborhood.
  - An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening, and other site improvements consistent with the character of the neighborhood.
  - The operator shall submit a management plan for the facility and a floor plan showing sleeping areas, emergency exits and bathrooms.
- **Hours of Operation:** Residential uses are not subject to hours of operation.

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- **Signs:** Signs are subject to the requirements of Chapter 543 of the Zoning Code. In the R5 zoning district, supportive housing facilities are allowed to have one nonilluminated, flat wall sign not exceeding 32 square feet in size and not taller than 14 feet or top of wall, whichever is less. On a corner lot, two such signs are permitted. The applicant is not proposing any signage at this time.
- **Refuse storage:** The refuse storage containers are located in the parking area towards the back of the building.
- **Lighting:** Lighting exists at the site.

## **RECOMMENDATIONS**

### **Recommendation of the Department of Community Planning and Economic Development – Planning Division for the conditional use permit:**

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the conditional use permit for a supportive housing facility located at 5750 Sander Drive subject to the following conditions:

1. The conditional use permit shall be recorded with Hennepin County as required by Minn. Stat. 462.3595, subd. 4 before building permits may be issued or before the use or activity requiring a conditional use permit may commence. Unless extended by the zoning administrator, the conditional use permit shall expire if it is not recorded within one year of approval.
2. The maximum number of persons served shall not exceed five.
3. On-site services shall be for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.

### **Attachments:**

1. Statement of proposed use and description of the project
2. Conditional use findings
3. October 19, 2009, letters to Council Member Benson and the Nokomis East Neighborhood Association
4. Zoning Map
5. Aerial photo of the site
6. Survey and floor plans
7. Photographs of the site