



CPED STAFF REPORT
Prepared for the Board of Adjustment

BOA Agenda Item #5
September 11, 2014
BZZ-6746

LAND USE APPLICATION SUMMARY

Property Location: 1717 2nd Avenue South
Project Name: Minnesota and Adult Teen Challenge
Prepared By: Shanna Sether, Senior City Planner, (612) 673-2307
Applicant: Eric Vagle
Project Contact: Eric Vagle
Request: To allow for on-site outpatient chemical dependency treatment services to clients who have not completed a residential treatment program.

Required Applications:

Variance	Of the specific development standards for a community residential facility which permits on-site services for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.
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SITE DATA

Existing Zoning	OR3 Institutional Office Residence District
Lot Area	19,200 square feet / .44 acres
Ward(s)	6
Neighborhood(s)	Stevens Square Neighborhood Association
Designated Future Land Use	Mixed Use
Land Use Features	Not applicable
Small Area Plan(s)	Not applicable

Date Application Deemed Complete	August 19, 2014	Date Extension Letter Sent	Not applicable
End of 60-Day Decision Period	October 18, 2014	End of 120-Day Decision Period	Not applicable

BACKGROUND

SITE DESCRIPTION AND PRESENT USE. The subject property is approximately 19,200 and is community residential facility. Minnesota Adult and Teen Challenge (MnTC) is a nonprofit organization that operates chemical dependency treatment and recovery programs in Minneapolis, Brainerd and Duluth. MnTC residential treatment facilities in Minneapolis are located at 3201- 3231 1st Avenue South, 1619 Portland Avenue, 1717 Second Avenue South and 1507 Lowry Avenue Northeast.

SURROUNDING PROPERTIES AND NEIGHBORHOOD. The surrounding properties include several multiple-family dwellings and Steven Square Park.

PROJECT DESCRIPTION. A community residential facility is a facility where one (1) or more persons reside on a twenty-four (24) hour per day basis under the care and supervision of a program licensed by the Minnesota Department of Human Services (DHS). There are five development standards for a community residential facility in section 536.20 Specific Development Standards in the zoning code:

Community residential facility.

- (1) The use shall be located at least one-fourth ($\frac{1}{4}$) mile from all existing community residential facilities.
- (2) On-site services shall be for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.
- (3) 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.
- (4) 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.
- (5) The operator shall submit a management plan for the facility and a floor plan showing sleeping areas, emergency exits and bathrooms.

MnTC operates a 103-bed community residential facility at 1717 2nd Avenue South. The facility provides both short-term and long-term chemical dependency treatment and recovery programs. Residents reside on a 24-hour basis under the care and supervision of the chemical dependency program. Programs vary in length from 60 days to one year. There are daily classes on pharmacology/physiology, self-acceptance, family dynamics, interpersonal relationships and relapse prevention. Residents meet regularly with counselors to review treatment progress and discuss underlying issues that lead to substance abuse. Prior to discharge, residents participate in developing a plan to effectively transition back into society. Outpatient services are available to clients who have completed residential treatment, as allowed by ordinance.

The applicant is proposing to add outpatient chemical dependency treatment services to a limited number of clients who have not completed the residential treatment program. The proposed outpatient program would consist of weekday evening, between 6:00 p.m. to 9:30 p.m., and Saturdays from 8:00 a.m. to 1:00 p.m. Group sessions would include 8-12 participants with a maximum of 15 clients per day. Outpatient programming would be conducted in existing classroom areas that are

separated from the residential area of the facility. The specific development standards for a community residential facility allows for on-site services for residents of the facility only, except where part of a regimen of scheduled post-residential treatment. Therefore, the applicant is seeking a variance of the specific development standards to allow for a community residential facility providing on-site, outpatient chemical dependency treatment services to clients who have not completed a residential treatment program.

PUBLIC COMMENTS. Staff has not received correspondence regarding the requested sign variance. Any correspondence received prior to the public meeting will be forwarded on to the Board of Adjustment for consideration.

ANALYSIS

VARIANCE

The Department of Community Planning and Economic Development has analyzed the application for a variance of the specific development standards for a community residential facility which permits on-site services for residents of the facility only, except where part of a regimen of scheduled post-residential treatment based on the following findings:

1. *Practical difficulties exist in complying with the ordinance because of circumstances unique to the property. The unique circumstances were not created by persons presently having an interest in the property and are not based on economic considerations alone.*

Staff finds that practical difficulties exist in complying with the ordinance due to circumstances unique to the property, which include the existing functionality of the use and the continued congregate living uses on the property. The applicant is seeking a variance of the specific development standards for a community residential facility which permits on-site services for residents of the facility only, except where part of a regimen of scheduled post-residential treatment. The subject property is approximately .44 acres in size and MnTC operates a community residential facility with 103 beds, within an existing building, providing both short-term and long-term chemical dependency treatment and recovery programs. Residents reside on a 24-hour basis under the care and supervision of the chemical dependency program and programs range from 60-days to 1 year. Outpatient services are available to clients who have completed residential treatment, which is consistent with the development standards found in section 536.20 Specific Development Standards, of the zoning code. The property was previously owned and operated by Opportunity Workshop, Inc. and was a community residential facility. Staff finds that these unique circumstances have not been created by the applicant.

2. *The property owner or authorized applicant proposes to use the property in a reasonable manner that will be in keeping with the spirit and intent of the ordinance and the comprehensive plan.*

The applicant is proposing to add outpatient chemical dependency treatment services to a limited number of clients who have not completed the residential treatment program. The proposed outpatient program would consist of weekday evening, between 6:00 p.m. to 9:30 p.m., and Saturdays from 8:00 a.m. to 1:00 p.m. Group sessions would include 8-12 participants with a maximum of 15 clients per day. Outpatient programming would be conducted in existing classroom areas that are separated from the residential area of the facility. Participants in the outpatient

program would have a variety of transportation options available, including MnTC sponsored transportation, off-street parking for both vehicles and bicycles and MetroTransit has stops for the #11 bus approximately one block of the subject property and the #18 bus three blocks west. The intent of the ordinance limiting on-site services is to minimize their impact and to support the residential character. Staff finds that the applicant is proposing to utilize the property in a reasonable manner, consistent with the spirit and intent of the ordinance and comprehensive plan.

3. *The proposed variance will not alter the essential character of the locality or be injurious to the use or enjoyment of other property in the vicinity. If granted, the proposed variance will not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.*

Granting of the proposed variance will not alter the essential character of the locality or be injurious to the use or enjoyment of property in the vicinity. Outpatient services are currently available to clients who have completed residential treatment, which is consistent with the development standards found in section 536.20 Specific Development Standards, of the zoning code. The applicant is proposing to add outpatient chemical dependency treatment services to a limited number of clients who have not completed the residential treatment program. The proposed outpatient program would consist of weekday evening, between 6:00 p.m. to 9:30 p.m., and Saturdays from 8:00 a.m. to 1:00 p.m. Group sessions would include 8-12 participants with a maximum of 15 clients per day. There are no proposed changes to the property and outpatient programming would be conducted in existing classroom areas that are separated from the residential area of the facility. Staff finds that the proposed variance will not be detrimental to the health, safety or welfare of the general public or those utilizing the property or nearby properties with compliance with the life/safety ordinances and existing license requirements established by the Minnesota Department of Human Services.

RECOMMENDATIONS

Recommendation of the Department of Community Planning and Economic Development for the Variance:

The Department of Community Planning and Economic Development recommends that the Board of Adjustment adopt the above findings and **approve** the application for a variance of the specific development standards to allow for a community residential facility providing on-site, outpatient chemical dependency treatment services to clients who have not completed a residential treatment program located at 1717 2nd Avenue South in the OR3 Institutional Office Residence District, subject to the following condition of approval:

- I. On-site services shall be allowed for residents of the facility, those participating in a scheduled post-residential treatment program and up to fifteen (15) outpatient clients per day who have not completed a residential treatment program.

ATTACHMENTS

1. Written description and findings submitted by applicant
2. Zoning map
3. Site plan
4. Floor plans
5. Photos

Statement of Proposed Use and Description of the Project
Minnesota Adult & Teen Challenge
1717 & 1725 2nd Avenue South

Minnesota Adult & Teen Challenge (MnTC) requests a variance of the specific development standards for its community residential facility located at 1717 & 1725 2nd Avenue South to allow on-site outpatient chemical dependency treatment services to clients who have not completed residential treatment.

Background

MnTC is a nonprofit, charitable organization that operates chemical dependency treatment and recovery programs in Minneapolis, Brainerd and Duluth. MnTC residential treatment facilities in Minneapolis are located at 3201 & 3231 1st Avenue South, 1619 Portland Avenue, 1717 & 1725 Second Avenue South, and 1507 Lowry Avenue Northeast. MnTC has a strong reputation with members of the community, neighborhood associations, and local and state governments. MnTC provides both short-term treatment and long-term recovery programs that together achieve outstanding results in the lives of its clients. A recent independent outcomes study by the Wilder Foundation found that 74% of graduates of the MnTC long-term recovery program reported no chemical use in the previous six months. This compares to a success rate of generally 20-25% for graduates of many traditional treatment programs.

The Need

The need for chemical dependency treatment is greater than ever. A 2010 study by the Minnesota Department of Human Services reported that only 6% of people who needed treatment for chemical dependency received it in the past year. The finding was consistent across all geographic areas. This indicates that there is a significant need for treatment in the south Minneapolis area. Effective treatment can reduce the abuse of drugs and alcohol within the community. Individuals with chemical addictions are more likely to seek outpatient services as their first step in treatment. Outpatient programs have been shown to be a good intervention for people with moderate abuse issues. For some clients, an outpatient program provides the tools they need to deal with their addiction effectively. For others, an outpatient program is not sufficient and the next step usually is admission to a residential treatment facility such as MnTC.

Current Program & Services

MnTC operates a 103-bed community residential facility at 1717 & 1725 2nd Avenue South. The facility provides both short-term and long-term chemical dependency treatment and recovery programs. Residents reside on a 24-hour basis under the care and supervision of the chemical dependency program. Programs vary in length from 60 days to one year. There are daily classes on pharmacology/physiology, self-acceptance, family dynamics, interpersonal relationships and relapse prevention. Residents meet regularly with counselors to review treatment progress and discuss underlying issues that lead to substance abuse. Prior to discharge, residents participate in developing a plan to effectively transition back into society. Outpatient services are available to clients who have completed residential treatment, as allowed by ordinance.

The Proposed Use

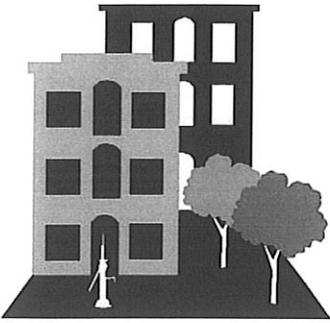
MnTC would like to provide outpatient chemical dependency treatment services to a limited number of clients who have not completed residential treatment. MnTC includes similar outpatient treatment services at its residential treatment facilities in Brainerd and Duluth. MnTC has found that providing these services on-site allows individuals who may need extended residential treatment to become familiar with the facility and be more willing to enter a residential program. The ability to offer a full spectrum of treatment services ensures that individuals get the help that they need. The proposed outpatient program would consist of weekday evening and Saturday morning group sessions, and one 1-hour individual session each week. Sessions would take place between 6:00 pm and 9:30 p.m. weekdays, and between 8:00 a.m. and 1:00 p.m. on Saturday. Group sessions typically would include between 8-12 participants, with a maximum of 15 clients per day. Clients would be held to established rules and expectations to participate in a group. For example, clients must be chemically free and must use interior lobbies and designated outdoor patios before and after service hours; clients who drive must use the program's 40 space parking lot and are not allowed to park on the street. (A copy of the Outpatient Program Client Rules and Expectations is included.) Outpatient programming would be conducted in existing meeting areas that are separated from the residential component of the facility. No changes would be made to the property. A large on-site parking area would be available to clients who drive. Others may use nearby public transit (the property is located one block from 3rd Ave S and two blocks from Franklin Ave which are served by the #11 and #2 bus lines), walk or bike, or be transported by MnTC van.

Minnesota Adult & Teen Challenge Chemical Dependency Outpatient Program

Client Rules and Expectations

- Clients must be chemically free to participate in the outpatient program.
- Clients must remain on Minnesota Adult & Teen Challenge property during service hours.
- Clients must utilize internal lobbies and designated outdoor patios before and after service hours and are not allowed to loiter or congregate in the parking lot or in front of the main entrance.
- No tobacco use will be permitted on the property.
- Clients will be required to use the program's parking lot are not allowed to park on the street.
- Clients that violate program rules and expectations will be discharged from the program.

STEVENS SQUARE COMMUNITY ORGANIZATION



1925 NICOLLET AVENUE
MINNEAPOLIS, MN 55403

PHONE: 612.874.2840
FAX: 612.872.3601
WWW.SSCOWEB.ORG

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May 17th, 2014

Minnesota Adult and Teen Challenge
Minneapolis, Minnesota 55403

To: Administration of Minnesota Adult and Teen Challenge

The Stevens Square Community Organization has been presented the Minnesota Adult and Teen Challenge's future operational plans. These plans include conducting outpatient services for their clients located in the Stevens Square neighborhood.

As presented your plans do not call for any on street parking and the programming will be completed nightly around 9:00p.m.

It should be noted that both the Neighborhood Development Committee and Board of Directors felt that Minnesota Adult and Teen Challenge have been excellent partners and neighbors within the community. SSCO wishes the organization the best of luck in its future endeavors.

Respectfully Submitted,

Steven P. Gallagher
Executive Director

June 3, 2014

Mr. Steven Gallagher, Executive Director
Stevens Square Community Organization
1925 Nicollet Avenue
Minneapolis, MN 55403

Re: Application for Zoning Variance for the Property at 1717/1725 2nd Avenue South.

Dear Mr. Gallagher:

As you heard in our presentation to the Stevens Square Community Organization, Minnesota Adult & Teen Challenge (MnTC) operates a community residential facility at 1717/1725 2nd Avenue South. The facility provides both short-term and long-term chemical dependency treatment and recovery programs. Residents reside on a 24-hour basis under the care and supervision of the chemical dependency program. Programs vary in length from 60 days to one year. Prior to discharge, residents participate in developing a plan to effectively transition back into society. Outpatient services are available to clients who have completed residential treatment.

MnTC would like to vary the zoning regulations for the facility in order to provide outpatient treatment services to a limited number of clients who have not completed residential treatment. MnTC believes that providing outpatient services on-site would allow individuals who may need extended residential treatment to become familiar with the facility and be more willing to enter a residential program. The outpatient program would consist of several group sessions and one individual session each week. Sessions would take place between 6:00 pm and 9:30 p.m. weekdays, and between 8:00 a.m. and 1:00 p.m. on Saturday. Group sessions typically would include between 8-12 participants, with a maximum of 15 clients per day. Clients would be held to established rules and expectations. All sessions would be conducted in existing classroom areas. No changes would be made to the property. A large on-site parking area would be available to clients who drive. Others may use nearby public transit, walk or bike, or be transported by MnTC van.

The following Land Use Application is needed for the project: Variance of the specific development standards for community residential facility to allow on-site outpatient services.

Please feel free to contact me if you have any questions regarding the proposed project.

Sincerely,

Eric Vagle, Chief Operating Officer
Minnesota Adult & Teen Challenge
1619 Portland Avenue
Minneapolis, MN 55404
Telephone: 612-238-6109
E-mail: eric.vagle@mntc.org

June 3, 2014

Council Member Abdi Warsame
Minneapolis City Council
350 South 5th Street, Room 307
Minneapolis, MN 55415

Re: Application for Zoning Variance for the Property at 1717/1725 2nd Avenue South.

Dear Council Member Warsame:

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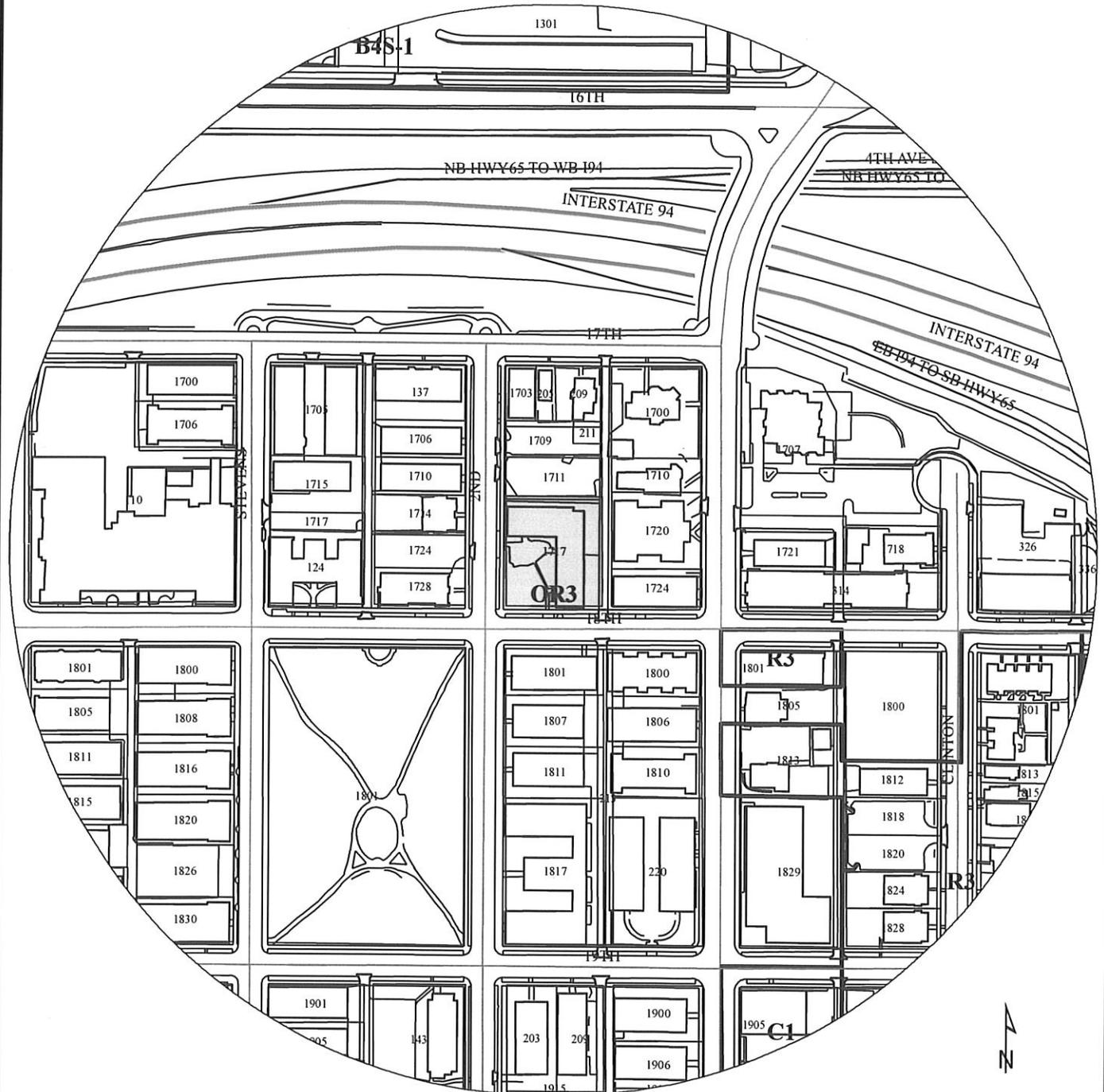
Eric Vagle, Chief Operating Officer
Minnesota Adult & Teen Challenge
1619 Portland Avenue
Minneapolis, MN 55404
Telephone: 612-238-6109
E-mail: eric.vagle@mntc.org

Minnesota Adult and Teen Challenge

6th

NAME OF APPLICANT

WARD



PROPERTY ADDRESS

1717 2nd Street South

FILE NUMBER

BZZ-6746

Minnesota Adult & Teen Challenge Women's Center - Clara Doerr

1717 Second Ave. So.
Minneapolis, MN 55404

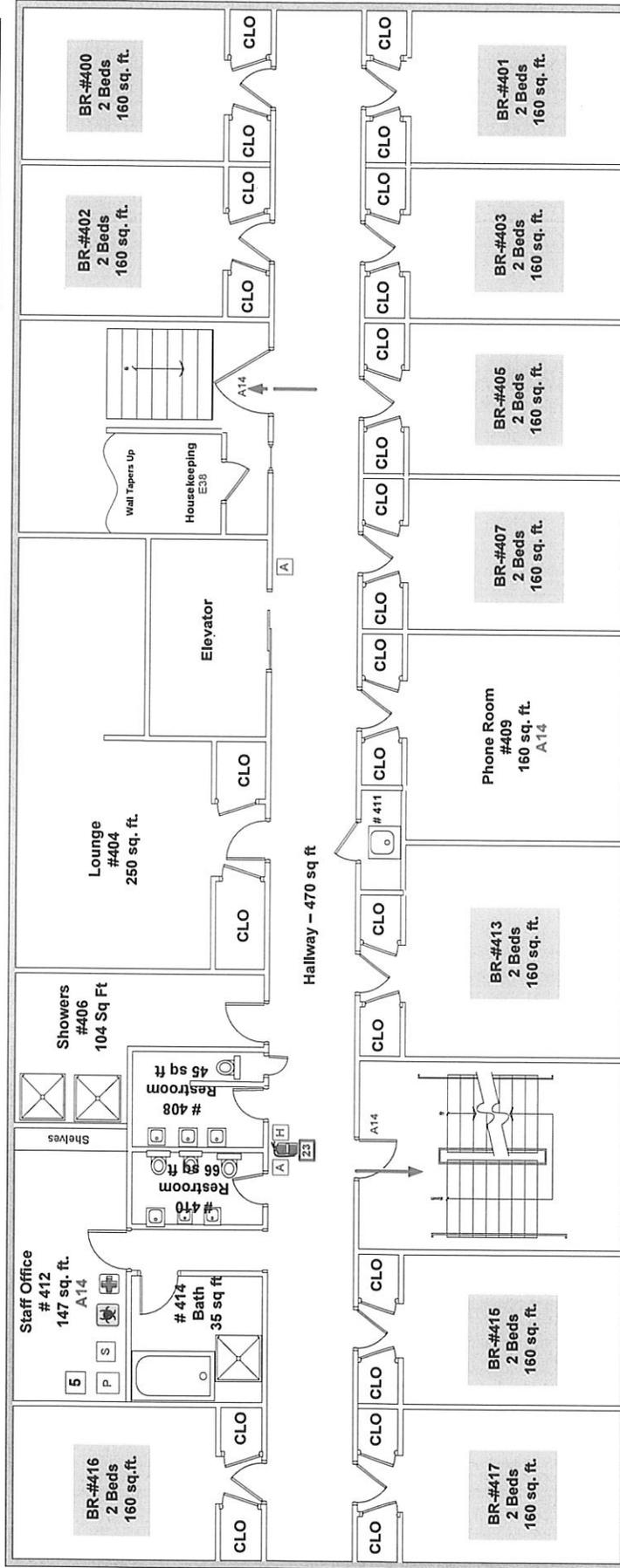
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Total Beds = 20
Bedrooms = 10

Long-Term Program
Adult Women

20

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



4th Floor

In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit

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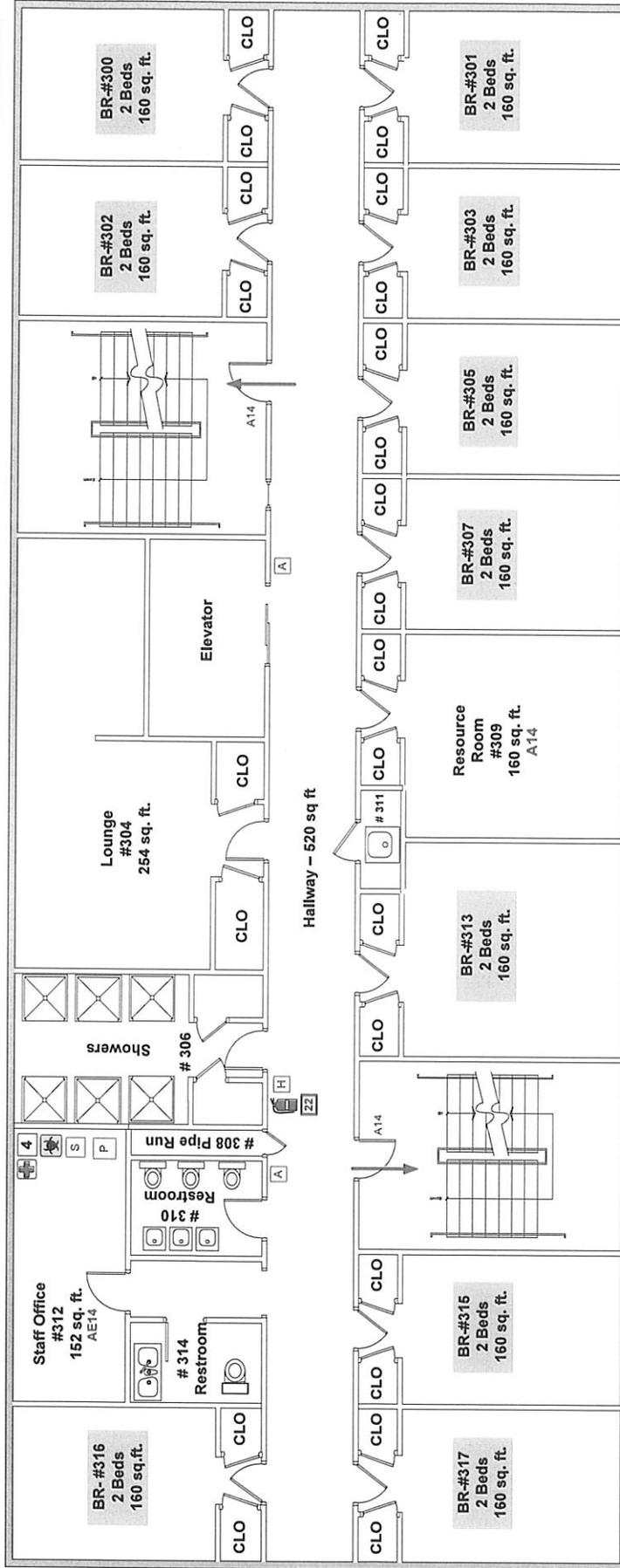
Minnesota Adult & Teen Challenge Women's Center - Clara Doerr 1717 Second Ave. So. Minneapolis, MN 55404

Total Beds = 20
Bedrooms = 10

Long-Term Program
Adult Women

20

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



3rd Floor

**In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit**

Minnesota Adult & Teen Challenge Women's Center - Clara Doerr 1717 Second Ave. So. Minneapolis, MN 55404

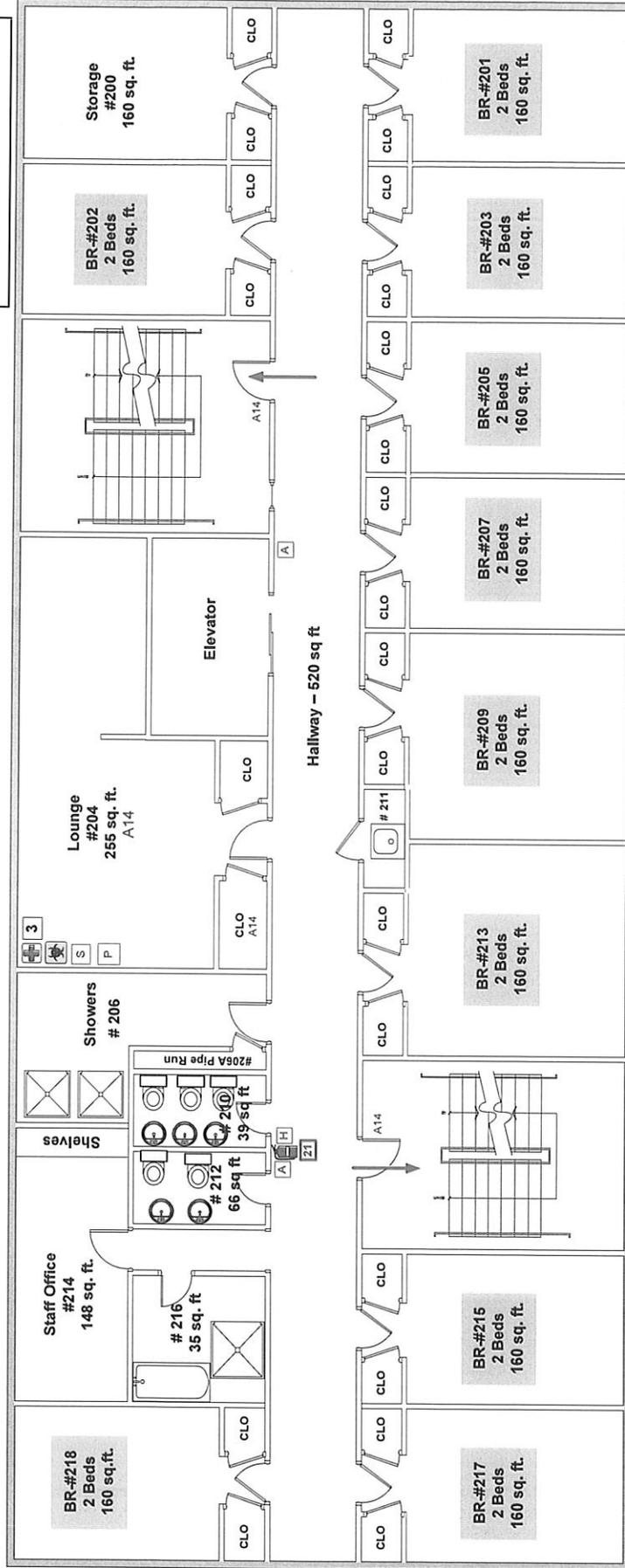
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Total Beds = 20
Bedrooms = 10

Long-Term Program
Adult Women

20

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



In severe weather, go to Safe Area in the basement hallway

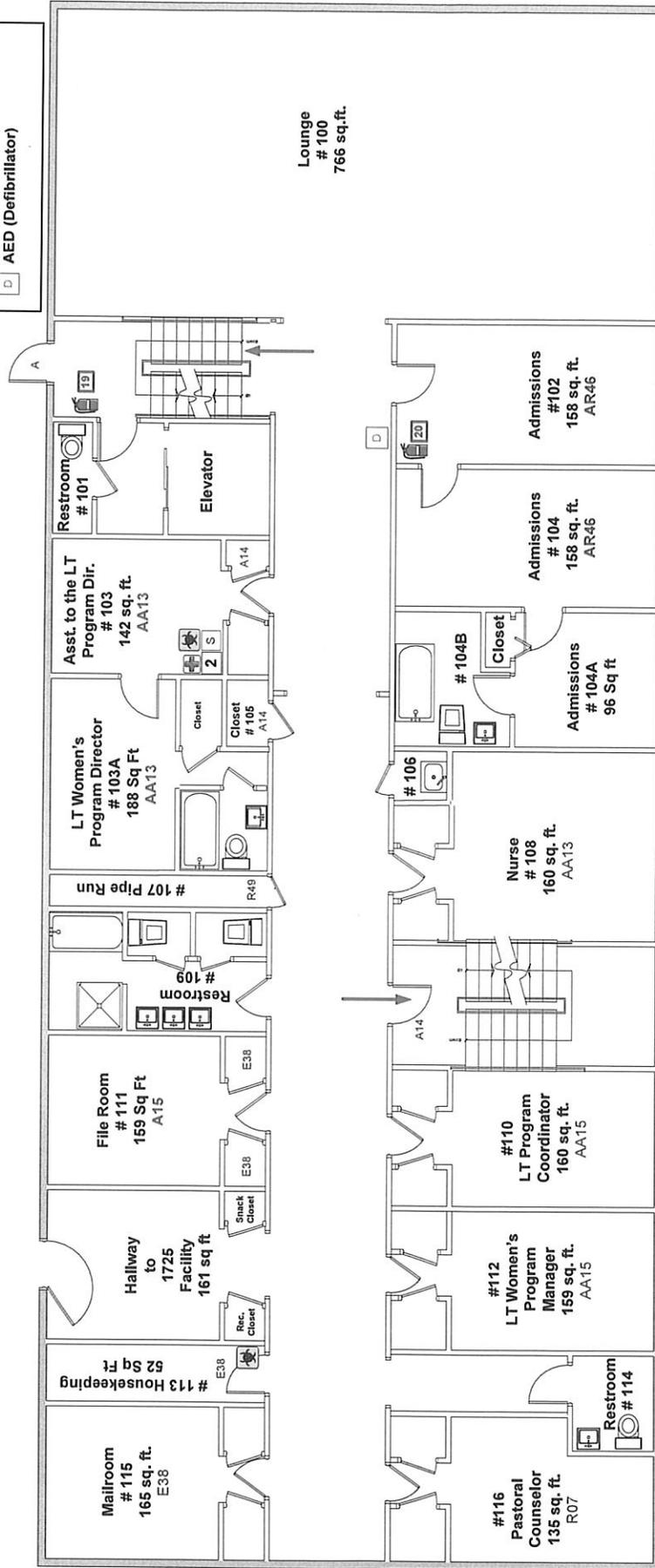
In case of fire, go to nearest exit

2nd Floor

N
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Minnesota Adult & Teen Challenge Women's Center - Clara Doerr 1717 Second Ave. So. Minneapolis, MN 55404

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction
	AED (Defibrillator)

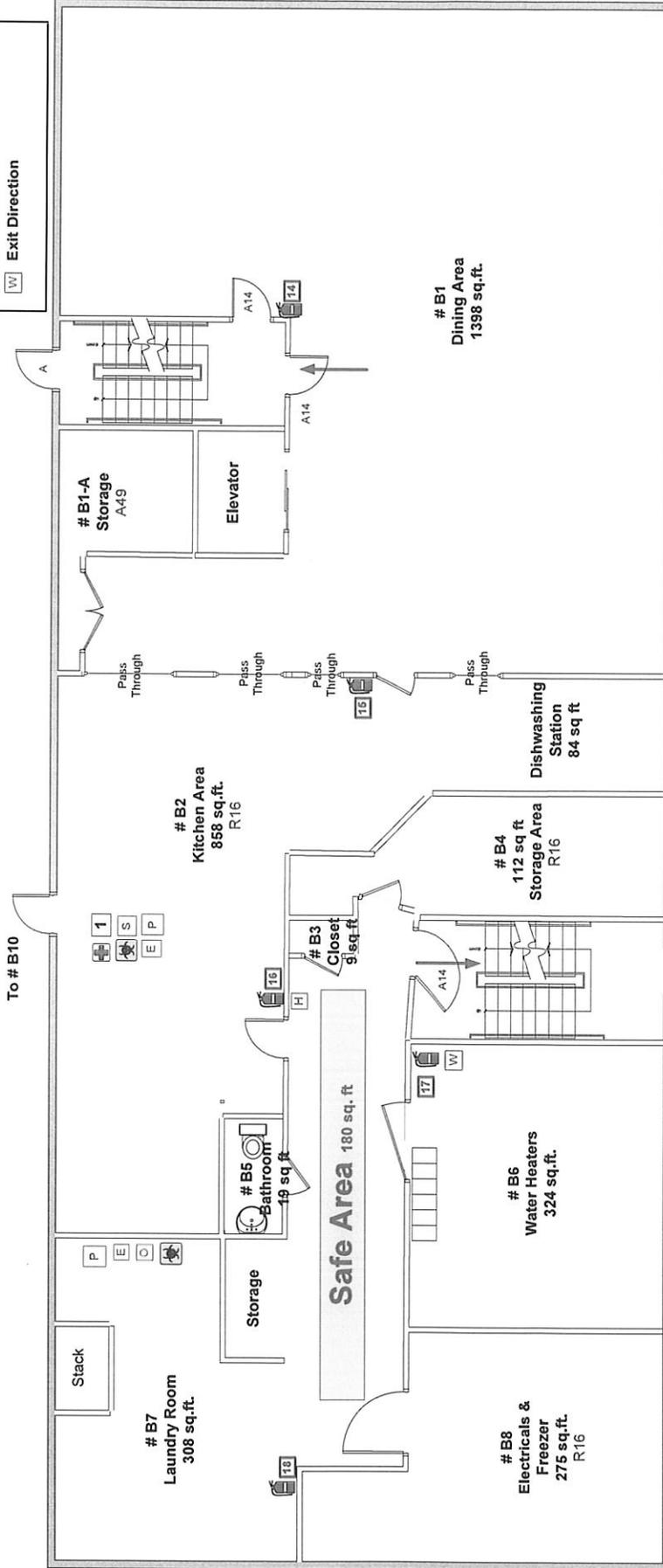


In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit

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**Minnesota Adult & Teen Challenge
Women's Center - Clara Doerr
1717 Second Ave. So.
Minneapolis, MN 55404**

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction
	Exit Direction



**In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit**

Basement

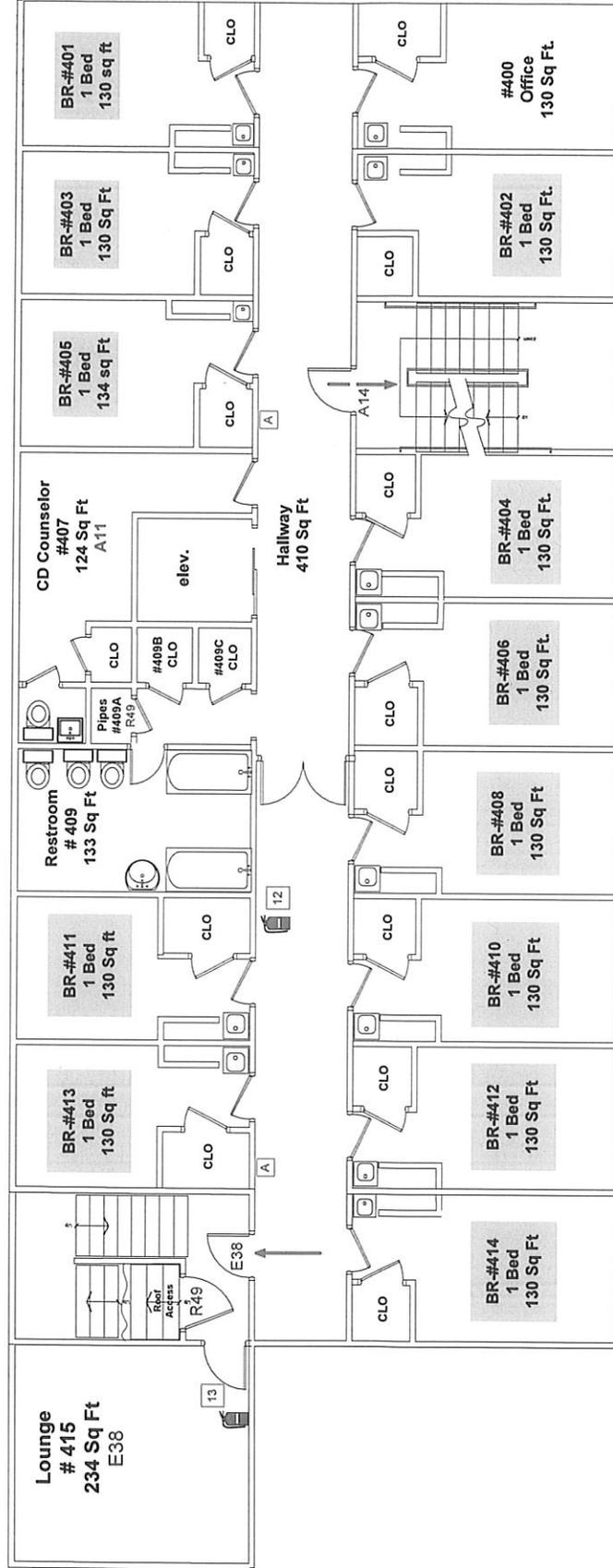
Minnesota Adult & Teen Challenge 1725 Second Ave. So. Minneapolis, MN 55404



Total Beds = 12
Bedrooms = 12

Life Renewal Program
Females
12

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



4th Floor
In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit

Minnesota Adult & Teen Challenge

1725 Second Ave. So.

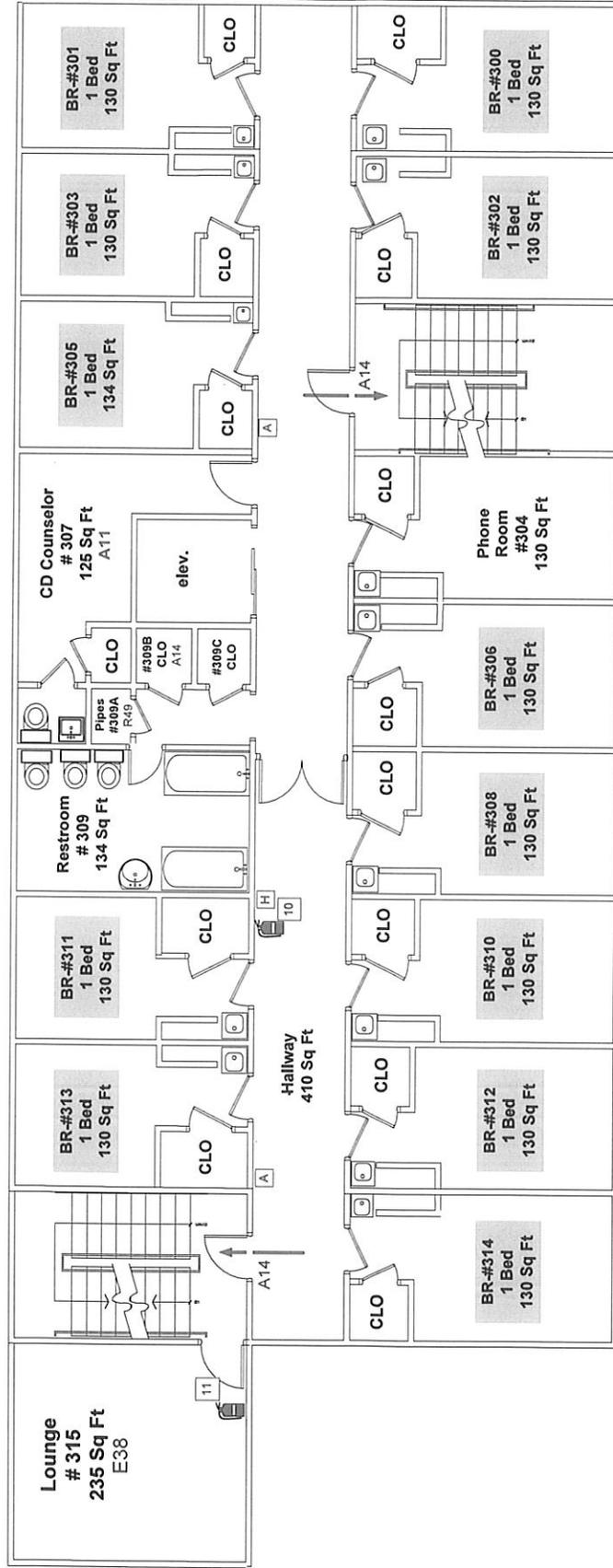
Minneapolis, MN 55404



Total Beds = 12
Bedrooms = 12

Life Renewal Program
Females
12

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit

3rd Floor

Minnesota Adult & Teen Challenge

1725 Second Ave. So.

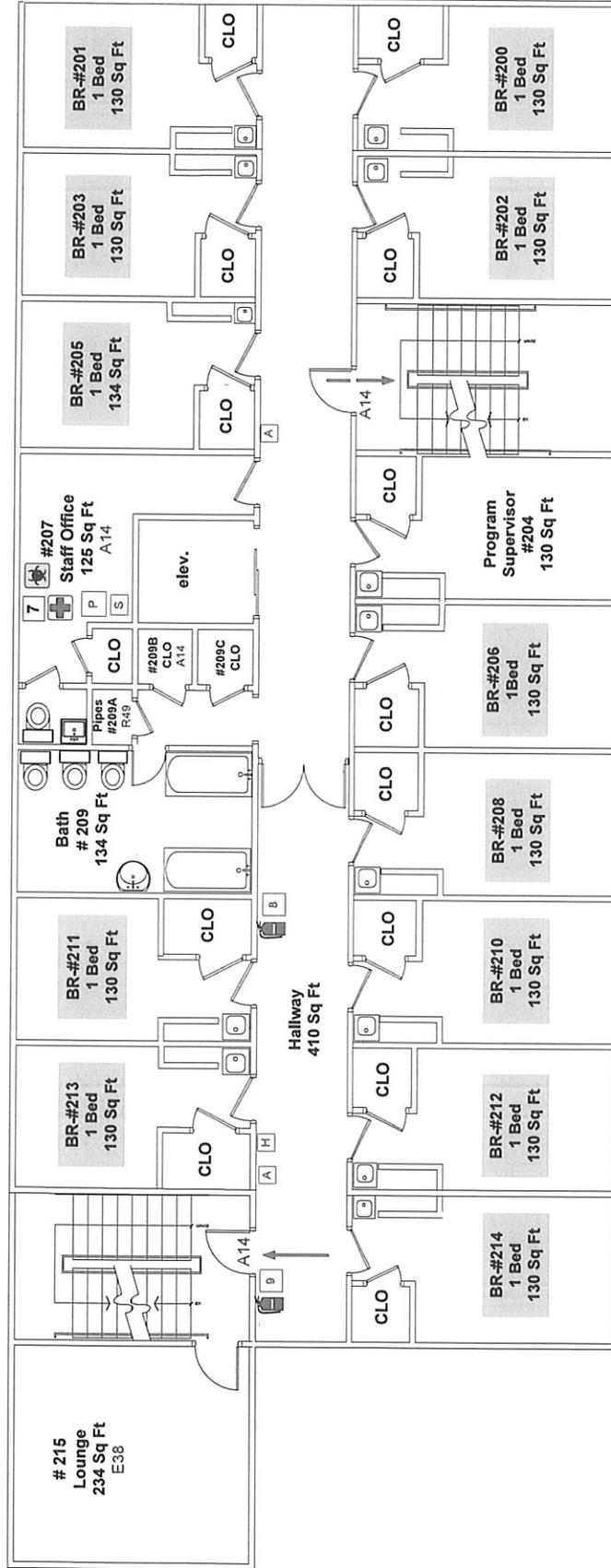
Minneapolis, MN 55404



Total Beds = 11
Bedrooms = 11

	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction

Life Renewal Program
Females
12



In severe weather, go to Safe Area in the basement hallway

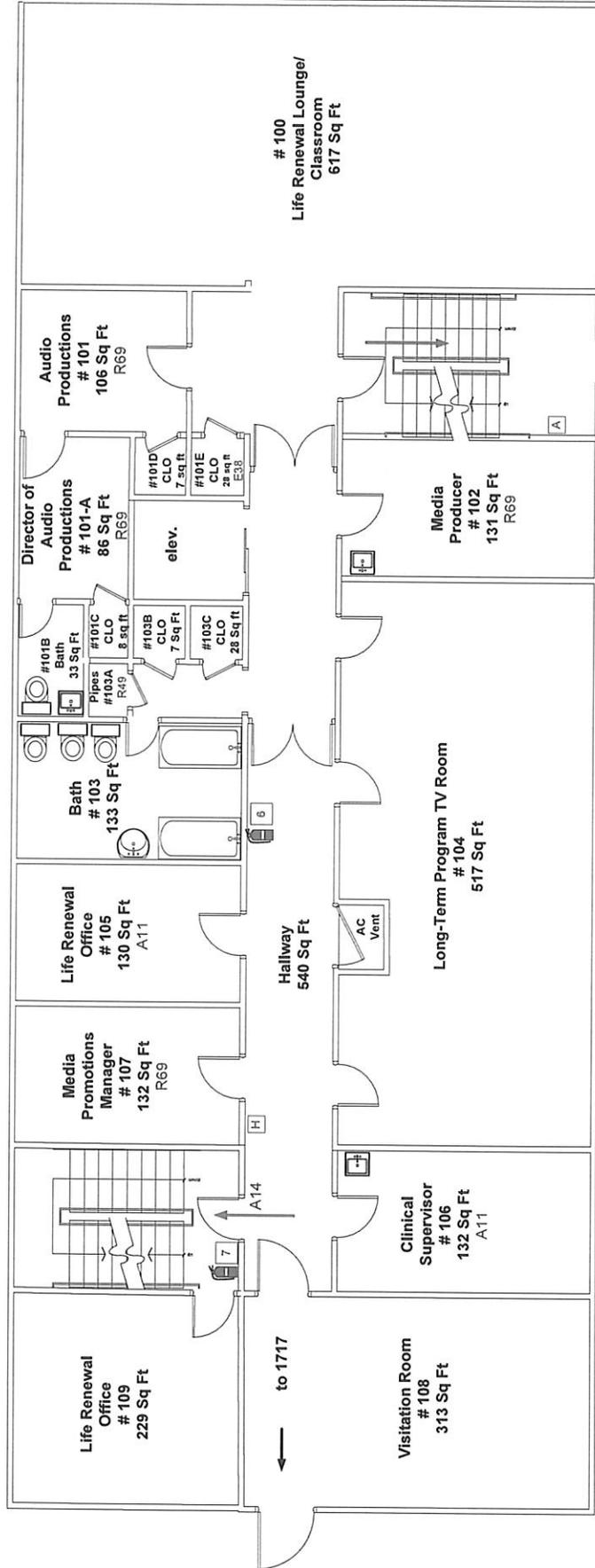
In case of fire, go to nearest exit

2nd Floor

Minnesota Adult & Teen Challenge
1725 Second Ave. So.
Minneapolis, MN 55404



	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction



1st Floor

In severe weather, go to Safe Area in the basement hallway
In case of fire, go to nearest exit

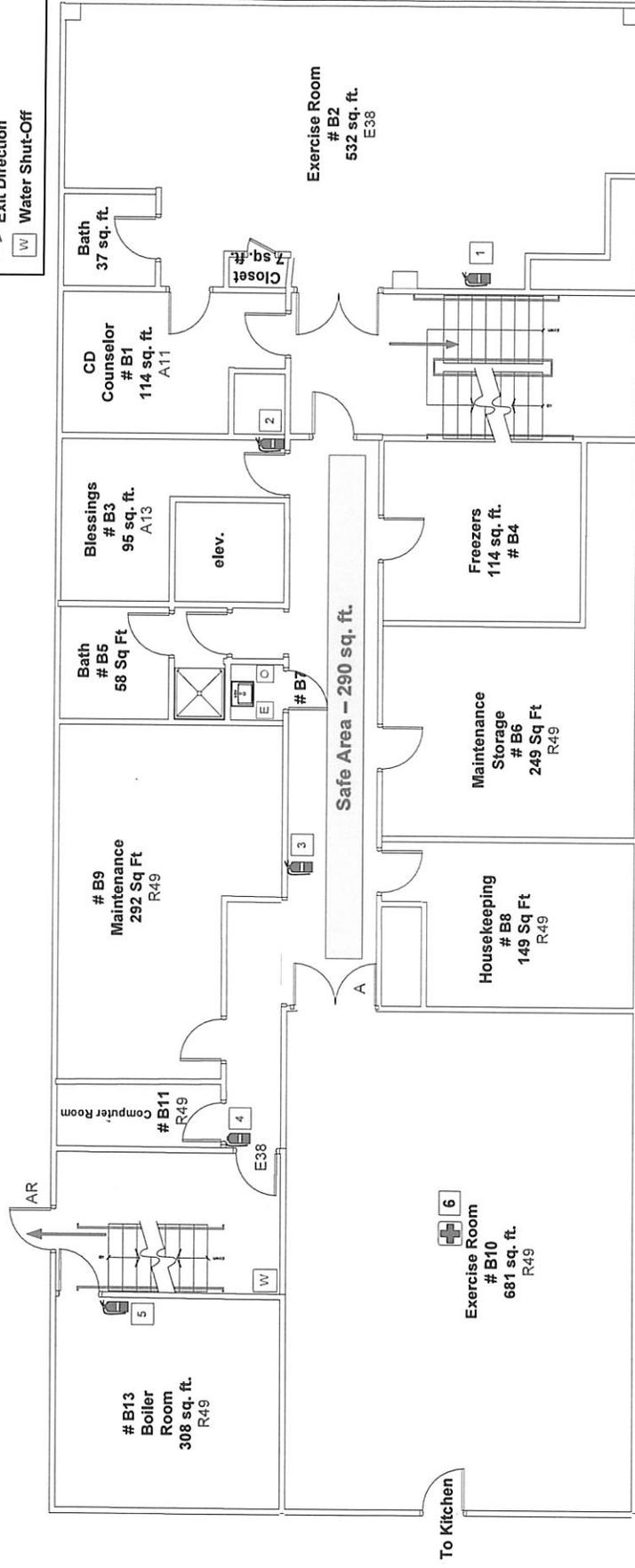
Minnesota Adult & Teen Challenge

1725 Second Ave. So.

Minneapolis, MN 55404



	Fire Extinguisher
	Fire Hose
	Eyewash Station
	Fire Alarm Pull
	Oasis Station
	First Aid Station
	Sharps Container
	Biohazard Kit
	Blood Borne Pathogen Poster
	Exit Direction
	Water Shut-Off



Basement

In severe weather, go to Safe Area in the basement hallway

In case of fire, go to nearest exit

Minnesota Adult & Teen Challenge

1717/1725 2nd Ave S

