

Department of Community Planning and Economic Development – Planning Division
Conditional Use Permit
BZZ-5428

Date: December 12, 2011

Applicant: Tom Peterson, Station 19 Architects, on behalf of Recovery Resource Center, a division of Resource, Inc.

Address of Property: 1826 Chicago Avenue South

Project Name: Building Resilient Families

Contact Person and Phone: Tom Peterson, (612) 623-1800
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Planning Staff and Phone: Robert Clarksen, (612) 673-5877

Date Application Deemed Complete: November 18, 2011

End of 60-Day Decision Period: January 17, 2011

Ward: 6 **Neighborhood Organizations:** Ventura Village

Existing Zoning: OR3 Institutional Office Residence District, and NP North Phillips Overlay District

Proposed Zoning: Not applicable for this application.

Zoning Plate Number: 20

Legal Description: The North 55 feet of the East 265.52 feet of Lot 12, Auditor's Subdivision No. 2; together with an easement for driveway purposes over the North 2 feet of the South 55 feet of the North 110 feet of the East 265.52 feet of Lot 12, Auditor's Subdivision No. 2

Proposed Use: 11 unit Community Residential Facility serving up to 15 families, or a total of 44 persons

Concurrent Review: Conditional Use Permit for Building Resilient Families, a Community Residential Facility serving up to 44 persons (15 families).

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

Background: The subject property at 1826 Chicago Avenue South is zoned OR3 Institutional Office Residence District. Resource Inc (the applicant), a nonprofit provider of transitional housing services headquartered in south Minneapolis, intends to establish the Building Resilient Families program, a community residential facility for sober pregnant and/or parenting mothers in recovery from past substance and alcohol abuse at this site. The Building Resilient Families

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project involves the conversion of an existing 15 unit apartment building for use as an 11 unit Community Residential Facility designed to serve up to 15 families, or a maximum of 44 persons. The applicant operates the Recovery Resource Center (RRC), a nonprofit, community-based, outpatient chemical health program providing relapse-prevention treatment, continuing care, case-management, employment, and housing services for men and women out of their main office, located next door at 1900 Chicago Avenue South. RRC currently provides services to men and women with co-occurring chemical and mental health issues, including the outpatient transitional housing program for men participating in the Recovery Resource Center, which is the existing use of the subject site. The proposed use of the site would expand those services to mothers and their families who seek a family oriented supportive recovery environment. The proposed use is only the second facility serving mothers in recovery in the State of Minnesota, and the first intended to specifically cater to minority pregnant and/or current parenting families.

In partnership with African American Family Services, the applicant has received a federal service grant for 2011 from the Substance Abuse and Mental Health Services Administration (SAMSHA) for over \$1.5 million dollars in which the “Building Resilient Families” program would be implemented over the next three years. The community residential facility will be licensed by the Minnesota Department of Human Services. As noted above, the facility will consist of 11 remodeled 3-bedroom apartments, nine of which will be reserved for parenting or pregnant and parenting mothers and their families, while two will be reserved for up to three single pregnant women to share. The project is unique in that it allows for dependent family members to participate with their parent in a three to six month residential chemical dependency treatment program, allowing families to avoid forced separation during this important phase of the recovery period. The supportive living environment and treatment services offered in the program give families an opportunity to transition to healthier, more productive lifestyles, where they can become active members of the community in the process of managing their recovery.

The project involves the renovation of the existing three-story apartment building, the removal of 4 of the apartments (one on the main floor, three in the lower level), and conversion of those areas to common space in the new facility, including a community kitchen, dining area, lounge and related facilities on the lower level, and a new office/lobby space at the rear of the building on the first floor. The building façade will be enhanced by new secure entrances, landings, and a canopy element over both the front and back doors. The property meets the definition of a through lot, as it has frontage on both Chicago and Columbus Avenues, covering 14,575 square feet of ground. Proposed improvements to the site include the removal of the existing nonconforming fencing, replacement with new fencing that complies with zoning requirements, additional landscaping, reduction of impervious surfaces, construction of a dumpster enclosure, new bicycle parking facilities, and minor changes to the arrangement of parking at the rear of the site necessary to comply with the parking lot design standards of the zoning code.

In order to obtain the necessary land use approvals from the City, the applicant seeks a Conditional Use Permit to establish a community residential facility serving up to 32 persons in the OR3 Institutional Office Residence district. The property is also located in the NP North Phillips overlay district, although this does not affect the project. The applicant has requested Reasonable Accommodation to establish the proposed community residential facility within a quarter mile (1320 feet) of other existing community residential facilities, as well as to exceed

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the maximum of 32 persons served, due to the intent to house up to 15 families, or a maximum of 44 people. The applicant has also submitted an application for Shared/Reduced off-street parking to demonstrate compliance with the zoning regulations related to off street parking. The Zoning Administrator has granted the reasonable accommodation and reduced off-street parking applications administratively via a concurrent review process, but the CUP requires approval by the City Planning Commission. City records do not reflect any previous land use activity for the subject property. Community Planning and Economic Development Department – Planning Division (CPED) staff has received a letter from the Ventura Village Neighborhood Association indicating preliminary support for the project, subject to a vote scheduled for December 14, 2011.

CONDITIONAL USE PERMIT –

Findings as Required by the Minneapolis Zoning Code:

The Community Planning and Economic Development Department – Planning Division has analyzed the application and made the following conclusions regarding the proposed use:

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 Department of Community Planning and Economic Development – Planning Division believes the establishment/operation of the proposed use will not present any negative impacts on the public health, safety, comfort, or general welfare of persons or property in the area. The proposed community residential facility is conditionally allowed in the OR3 district if all zoning code requirements have been met. The applicant will make improvements to the property consistent with the design and maintenance regulations of the zoning code in order to bring the site into compliance with the general zoning regulations related to fencing, landscaping, screening, etc.

(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 and orderly development and improvement of surrounding property for uses permitted in the district.

The Department of Community Planning and Economic Development – Planning Division does not anticipate that the proposed Building Resilient Families community residential facility will be injurious to the use and enjoyment of property in the vicinity nor will it impede the orderly development of the surroundings. As described above, the proposed use is conditionally allowed in the OR3 zoning district provided all zoning code requirements have been met. The project is compatible with the surrounding land uses, which include a variety of residential, institutional and office land uses typical of the office residence zoning districts.

According to the management plan submitted by the applicant, participation in the Building Resilient Families program requires the completion of a rigorous screening process (including random drug testing). All program members must remain sober in order to continue in the program. The applicant will provide on site security during office hours, and staff will be

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available on call after hours. The conditional use permit will allow the applicant to convert the building into a community residential facility which provides in-patient care for pregnant and parenting women and their families who are committed to a healthier, sober lifestyle that will allow these individuals to become functioning members of the community.

The applicant proposes improvements to the property to achieve compliance with all applicable ordinances. The proposed investment in the property enabled by the federal SAMSHA grant award (Substance Abuse and Mental Health Services Administration) will allow the applicant an opportunity to improve the appearance of the property so as to enhance the character of the area.

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

The property is comprised of an existing fully functional apartment building dating to 1920 which is to be remodeled to accommodate the proposed use, and no major infrastructure is required to complete the project. The facilities necessary to operate the community residential facility are indicated in the site, floor and management plans the applicant has submitted with the project, and primarily consist of alterations to create the common space on the first and lower level. In addition, the project includes an enhanced security component with the addition of the lobby and front desk staff that will be present during daytime hours, in addition to the in-house management offices provided on the first floor.

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

The applicant provided a statement indicating the project is unlikely to generate excessive traffic or cause congestion in the vicinity of the use. Few of the residents are able to drive due to their history of substance abuse, and most do not have the resources to own a personal vehicle. Metro Transit stops within a block of the site along Chicago Avenue, in addition, the site plan submitted by the applicant includes bicycle parking conveniently located at the rear of the building near the proposed lobby. A total of 11 parking stalls are required. Nine stalls will be provided on the premises, while two more will be reserved at the Recovery Resource Center at 1900 Chicago Avenue. Resource Inc. owns and operates both properties, and anticipates that residents at 1826 will benefit from the proximity of both buildings.

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

The applicant states the Building Resilient Families project is consistent with the following policies and implementation steps within the *Minneapolis Plan for Sustainable Growth*:

- Grow by increasing the supply of housing (Housing policy 3.1).
- Support the development of new medium- and high-density housing in appropriate locations throughout the city (Implementation step for housing policy 3.1).

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- Support housing density in locations that are well connected by transit, and are close to commercial, cultural and natural amenities (Housing policy 3.2).
- Encourage and support housing development along commercial and community corridors, and in and near growth centers, activity centers, retail centers, transit station areas, and neighborhood commercial nodes (Implementation step for housing policy 3.2.1).
- Increase housing that is affordable to low and moderate income households (Housing policy 3.3).
- Foster partnerships with housing developers, financial institutions, faith communities and others to extend the city's capacity to create affordable housing (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).
- Promote increased development of housing for very low-income households earning 30% or less of metropolitan median income (Implementation step for housing policy 3.4).
- Implement and promote additional strategies to reduce homelessness, such as those identified in Heading Home Hennepin (Implementation step for housing policy 3.4).
- Foster complete communities by preserving and increasing high quality housing opportunities suitable for all ages and household types (Housing policy 3.6).
- Actively enforce anti-discrimination laws and act to promote Fair Housing practices. (Implementation step for housing policy 3.6)

Additionally, Department of Community Planning and Economic Development – Planning Division staff finds the following additional policies apply to the project:

- Ensure that land use regulations continue to promote development that is compatible with nearby properties, neighborhood character, and natural features; minimizes pedestrian and vehicular conflict; promotes street life and activity; reinforces public spaces; and visually enhances development (Implementation step for land use policy 1.1).
- 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 the development of residential dwellings that are of high quality design and compatible with surrounding development (Urban design policy 10.4).
- Maintain and strengthen the architectural character of the city's various residential neighborhoods (Implementation step for urban design policy 10.4).
- Promote the development of new housing that is compatible with existing development in the area and the best of the city's existing housing stock (Implementation step for urban design policy 10.4).

Building Resilient Families is proposing to renovate an existing apartment building for use by families with small children. The property is located in the Ventura Village neighborhood, within

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the Phillips Community area. The City’s comprehensive plan (*The Minneapolis Plan Sustainable Growth*) defines Chicago Avenue as a Commercial Corridor north of Franklin Avenue, including the subject property. Development density along a Commercial Corridor is expected to be medium to high in nature, as multiple family residential uses with densities ranging between 20 and 120 units per acre are considered appropriate. The subject site is just less than 15,000 square feet of land and will be remodeled for 11 apartments, or approximately 33 units per acre at the lower end of the acceptable range. The future land use plan designates the site for mixed use, although there “is no requirement that every building be mixed use”. The proposed development is compatible with other land uses in the area, which are primarily multiple family residential dwellings and institutional uses.

Based on the analysis above, the Department of Community Planning and Economic Development – Planning Division believes that the project is consistent with the policies set forth in *The Minneapolis Plan Sustainable Growth*.

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

The Zoning Administrator has acted to grant the applicants requests for reasonable accommodation related to the spacing requirements and the maximum capacity for a community residential facility, and a separate request for reduced off street parking on an administrative basis. Upon approval of the conditional use permit, the proposed development will meet all of the applicable regulations of the zoning code.

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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 to allow an 11 unit Community Residential Facility serving up to 15 families, or a total of 44 persons in the OR3 Institutional Office Residence Zoning district at 1826 Chicago Avenue 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 Planning Division shall review and approve the final plans prior to permitting.

Attachments:

1. Statement of use
2. Findings
3. Correspondence
4. Zoning map
5. Plans
6. Photos