

CITY PLANNING COMMISSION

1231 'I' STREET, SUITE 200, SACRAMENTO, CA 95814

APPLICANT Carissimi-Rohrer and Associates, 1515 River Park Drive, Sacramento, CA 95815
OWNER Union Gospel Mission, 400 Bannon Street, Sacramento, CA 95814
PLANS BY Carissimi-Rohrer and Associates, 1515 River Park Dr., Sacramento, CA 95815
FILING DATE 4-3-87 **ENVIR. DET.** 5-4-87 **REPORT BY** DH:sc:tc
ASSESSOR'S-PCL. NO. 001-052-9,11,20

APPLICATION: A. Negative Declaration

- B. Special Permit to expand an existing 11,390 square foot residential care facility with a 4,960 square foot men's residence (capacity expansion for single men withdrawn) and a 10,207 square foot women's center for 20 women and 16 women with children on 1.6+ partially developed acres in the Heavy Industrial (M-2) zone.

LOCATION: 304 and 400 Bannon Street

PROPOSAL: The applicant is requesting the necessary entitlement to expand the existing Union Gospel Mission by adding two, two-story buildings and increasing capacity from 86 to 139 persons people (revised by applicant by deleting single men expansion).

PROJECT INFORMATION:

1974 General Plan Designation: Industrial
 1964 Industrial Community Plan Designation: Industrial
 Existing Zoning of Site: M-2
 Existing Land Use of Site: Church, Dinning Hall, Kitchen, 86 capacity facility serving as dormitory.

| Surrounding Land Use and Zoning: | Setbacks: | Required | Provided |
|--|------------|----------|----------|
| North: Truck Terminal & Parking; M-2 | Front: | 25' | 25' |
| South: Volunteers of America Shelter; M-2 | Side(Int): | 0 | 8' |
| East: Truck Trailer Storage & Vacant; M-2 | Side (St): | 0 | 25' |
| West: Vacant, City Water Treatment Plant; M-2 | Rear: | 0 | 10' |

Parking Required: To be determined
 Parking Provided: 22 spaces
 Property Dimensions: Irregular
 Property Area: 1.6+ acres

Square Footage of Building: Existing - 11,390 sq. ft.
 Proposed Womens - 10,207 sq. ft.
 Proposed Mens - 4,960 sq. ft.

Total 15,167 sq. ft.

City Planning Commission
Sacramento, California

Members in Session:

SUBJECT: One Year Special Permit Time Extension to Expand an existing 11,390 square foot residential care facility by adding a 4,960 square foot men's residence and 10,207 square foot woman's center for 20 women and 16 women with children (P87-174)

LOCATION: 304 and 400 Bannon Street (APN: 001-0052-9, 11, 20)

BACKGROUND: On August 27, 1987, the Planning Commission approved a Special Permit to expand the Union Gospel Mission by adding a 10,207 square foot women's center for 20 women and 16 women with children for a total of 53 women and their children. The request to add a 4,960 square foot men's only residence was withdrawn. A subsequent lot line merger was required to merge Southern Pacific property to the Union Gospel Mission property before construction could begin. The applicant has not filed for the merger of parcels.

STAFF EVALUATION: The applicant's letter requesting the time extension cites unforeseen delays as the reason for not activating the Special Permit. Attached is a copy of the previous report approved by the Commission.


Staff has no objection to the requested time extension, subject to the same conditions as previously approved and limiting the extension to one year, to expire on August 27, 1990.

ENVIRONMENTAL DETERMINATION: The Environmental Coordinator has determined that the proposed project will not have an adverse impact on the environment and has re-issued the previous Negative Declaration.

RECOMMENDATION: Staff recommends the Commission take the following actions:

- A. Ratify the Negative Declaration
- B. Approve the Special Permit Time Extension subject to the previously approved conditions and based upon findings of fact previously approved in the attached original staff report. This permit shall expire on August 27, 1990.

Respectfully submitted,


Will Weitman
Senior Planner

WW/DH/kjr

| | |
|---------------------------------|--|
| Topography: | Flat |
| Street Improvements: | Existing |
| Utilities: | Existing |
| Exterior Building Materials: | Wood trim, stucco |
| Roof Material: | Composition Shingle |
| Number of Employees: | 11 |
| Number of Employees Per Shift: | 10 from 8 A.M. to 5 P.M., one 24 hour employee. |
| Hours of Operation: | 24 hours/day, 7 days per week |
| Occupancy of New Buildings: | Men's Residence (withdrawn) Women's Residence - 53, includes women & women with their children. |
| Occupancy of Existing Building: | 86 single men |

PROJECT BACKGROUND: The original Union Gospel Mission was approved by the City Planning Commission on May 23, 1967 despite much protest and neighboring dissent by property owners (P-2945). On January 10, 1983, the Planning Division staff approved a Special Permit Modification to allow a one-story 1,050 square foot storage and carport structure.

PROJECT EVALUATION: Staff has the following comments:

A. Land Use and Zoning:

The subject site contains 1.6 developed acres in the Heavy Manufacturing (M-2) Zone. The area is designated for Industrial Uses on the 1974 City General Plan. Adjacent land uses include the Sacramento River Water Treatment plant located to the west, trucking terminal storage and maneuvering areas to the north and east, and the City owned and Volunteer's of America operated residential shelter located to the south for men, women and children. The V.O.A. shelter consists of 62 bed facility with 4 employees for a total of 66 capacity. Individuals are referred to the V.O.A. facility from the County General Assistance Department. The Union Gospel Mission accepts clients on a first come, first served basis and has a present capacity of 86 clients as licensed by the State of California.

The original special permit for Union Gospel Mission was for a 8,400 square foot, single story building which was to contain a 150 seat chapel, dining room, kitchen facilities, dormitory, bath facilities, staff quarters, and medical-dental clinic. Eleven off-street parking spaces were to be provided along the north side of the proposed building. The existing building was required to observe a 25 foot building setback from Bannon Street due to the curve along the street and visibility requirements.

B. Site Plan:

The applicant proposes to construct two attached two-story buildings as follows:

- 4,960 square foot men's residence (withdrawn)

- 10,207 square foot women's center for 20 women and 16 women with children for a total of 53 women or women and their children.

The total square footage for new construction will be 15,167 square feet. The existing mission has a second story of 2,730 square feet so that the actual existing building contains 11,390 square feet. Two detached storage buildings, one stucco and the other a metal prefabricated structure are located to the west of the existing mission.

Staff has concerns over the proposed site plan as follows:

1. Parking Lot Location:

Parking for care facilities is determined by individual facility needs. The applicant proposes two new parking lots with a total of 22 spaces. Staff recommends use of poured in place six inch raised concrete curbs and no portable wheel stops for parking lot areas abutting landscape areas. Staff recommends a minimum of 22 spaces be provided on site.

2. Landscaping:

The applicant proposes the continuation of the existing 25 foot wide landscape strip along Bannon Street which now exists to the east of the Mission. Since the proposed project will be adding more people to the site, an attractive front yard landscaped area with berming, turf, and trees will lend itself to a more residential setting than a warehouse. Staff also notes that fencing to the west adjacent to the City Water Treatment and Filtration Plant has several holes in it. Staff recommends that the applicant plant a row of pyracantha or similar thorny plants to deter break-in's to the City Treatment Plant. A revised landscape and irrigation plan shall be reviewed and approved by the Planning Director prior to issuance of buildings permits. All areas shall be landscaped with living ground cover.

3. Trash Enclosure:

The site plan does not show a trash enclosure. Staff recommends that the revised site plan show a trash enclosure complying with the attached trash enclosure guidelines (Exhibit F).

4. Tot Lot Play Area:

The revised site plan proposes a centrally located tot lot and playground area. Where possible, the tot lot area should be within an enclosed area to prevent children wandering off the site. Fencing does not surround the site. With the addition of women and children to an area heavily concentrated with single men, the applicant should design the active play areas for children with security as the foremost concern. The revised site plan shall reflect security measures such as fencing, building

orientation or landscaping to provide restrictions on the children and ease of surveillance.

C. Elevations:

The proposed two-story structures are proposed to be constructed of similar materials and painted colors to match the existing buildings. Staff has reviewed the elevations and find them stark and uninteresting. Staff recommends the addition of wood trim to windows and walls to break up the elevations of the building.

D. Future Lot Line Merger:

The applicant does not own the parcel which divides the property. Southern Pacific Transportation Company owns a 30 foot wide, 265 foot long parcel and easement bisecting the two lots owned by the Union Gospel Mission. The proposed buildings will be built on two separate lots with a property line dividing the buildings. Staff requested a letter from Southern Pacific, Exhibit G, indicating consent of the project and intent to sell the property to the Mission prior to issuance of building permits. The applicant has agreed to file a lot line merger with the Planning Commission once Southern Pacific has quit-claimed the property.

E. Potentially Hazardous Elements:

Staff investigated adjacent land uses for possible concerns over the health of residents who stay at the shelter. The City Water Treatment Plant contains facilities for the treatment of water which include chlorination. The tanks are designed with emergency self-containment valves to prevent accidental release of chlorine. No accidental releases have been recorded since the 1924 construction of the treatment plant.

The Southern Pacific Railroad Maintenance yard is located to the south of the Bannon Street road frontages. The State has declared the yards a toxic clean-up site due to groundwater contamination. Southern Pacific is under a clean-up order which requires monitoring of toxic disposal sites at the yard and appropriate clean-up measures. The degree to which subsurface groundwater movement carried toxic elements is being studied. The Union Gospel Mission may be located over an area affected by the railyard toxic spill. Since water supply is carried in pipes which may be affected by shallow groundwater table fluctuations, monitoring of water quality may be appropriate depending upon the results of the study on Southern Pacific's toxic contamination to the groundwater.

G. Union Gospel Mission Program for the Homeless

1. Funding Additional Staff

Staff has completed its investigation of the current program operated by Union Gospel Mission and compared its' program to those programs operated

within the City for the homeless (refer to Exhibit N, Supplemental Information). The major difference is that the other shelters operate with partial funding via the Redevelopment agency and Federal Community Development Block Grant program. Use of Federal funds requires that the recipient develop and participate in programs to assist the homeless in re-orienting their lives. Use of professionally trained counselors and social case workers in providing the homeless direction is part of the program operated by the V.O.A. and Salvation Army.

Union Gospel Mission Utilizes the services of "peer volunteers" who are trained by the applicant to assist in the daily supervision of the homeless. The applicant is not receiving Federal funding so that they do not need to hire professional social case workers. Staff inquired as to whether the applicant had considered expanding its staff to include temporary or part-time social counselors. Regarding counseling and guidance, the pastors are available for counseling and spiritual guidance. Funding for professional counselors is limited by the level of donations received by the Mission. Any increase in the number of paid staff is opposed by the applicant due to limited funding.

2. Screening of Clients

Staff learned that the other shelters screen their clients before allowing them to stay at their shelter. The VOA shelter only accepts men, women and families after referral from the County General Assistance Office. Staff suggested the development of a screening program and development of a case management program for each client. Union Gospel Mission has operated in the past serving those in need, with minimal screening and minimal case management. The purpose of case management is to provide motivation and establish a program and goals for the individual to reach for in his rehabilitation. Staff observes that the shelter provides little incentive for the homeless to improve themselves. The applicant has stated that they do not wish to expand their screen or case management procedures.

3. On-Site Security

Union Gospel Mission utilizes its peer volunteers to provide security at the site. When conflicts between clients arise, the volunteers attempt to resolve the situation. The individual responsible for settling disturbances may or may not possess the training to resolve the situation. With the addition of women and children, staff recommends the use of professionally trained and qualified staff to provide both counseling and security at the facility.

4. Off-Site Security

During project evaluation the issue of client safety off the premises poses a major issue. Letters received from the Police Chief, Exhibit I, Alkali Flat Project Area Committee, Exhibit J, and from various businesses

included in Exhibit L, Correspondence Opposed, the issue of safety of the women and children who may walk along Bannon Street from 12th Street or Richards Boulevard was raised. The Police Department letter indicated that, due to the high concentration of single itinerant males in the existing shelters and in the area, the possibility of crimes against women and children may increase. Law enforcement is limited and the area does not have an active day time or night time commercial or residential level of activity where police and businesses control and report incidents of violence and crime. Large areas are poorly illuminated in the evening with vacant lots and warehouse or trucking terminals providing no on-site security other than guard dogs.

Staff has suggested Union Gospel mission expand its security program to off-site. Due to limited financial resources, this measure is not feasible. The applicant has agreed to restricting all women and women with children to a referral system. Private transportation to and from the facility is to be provided. No walk-in clients will be served.

On July 28th Planning staff met with representatives of the Mission and a representative of the Discovery Park Business Association. The purpose of the meeting was to try and identify options to permit expansion without further impacting the nearby area. One alternative discussed was to permit a shelter expansion for women with children and not for single men. In addition, to address security/safety concerns, women would be accepted only on referrals (no walk-in) and on-site security would be improved. This alternative appeared to be more acceptable, however, both representatives were going to discuss it with their organizations.

Pursuant to this meeting the applicant on August 11, 1987, stated that Union Gospel Mission is willing to not increase the single men's facility capacity. The new 24 capacity shelter will house 24 of the existing 86 single men housed at the site. The total number of single men will remain at 86. The existing dormitory facility will house 62 single men rather than 86 men. Staff cautions the applicant that the expansion to give the existing number of single men more room shall in no way be designed or interpreted to allow an increase in the number of single men.

The proposed expansion would add single women and women with children. The applicant has agreed to admission of women on a referral basis only, no walk-in admissions would be allowed.

Subject to the above two conditions, staff finds the proposed project is consistent with the Locational Criteria for Care Facilities, Exhibit B, and recommends approval of the proposed expansion. The Discovery Park Business Association is still considering the revised alternative.

G. Compliance With Locational Criteria for Residential Care Facilities:

The applicant provided a response to the Locational Criteria For A Residential Care Facility (see Exhibit C). Staff prepared Exhibits D and E indicating the

addition. Letters received both for and against the project are included in Exhibits K and L.

ENVIRONMENTAL DETERMINATION: The Environmental Coordinator determined that the proposed project will not have an adverse impact on the environment and has prepared a negative declaration.

RECOMMENDATION: Staff recommends the Commission take the following actions.

- A. Ratify the Negative Declaration; and
- B. Approve the Special Permit subject to conditions and based upon findings of fact which follow:

Conditions - Special Permit

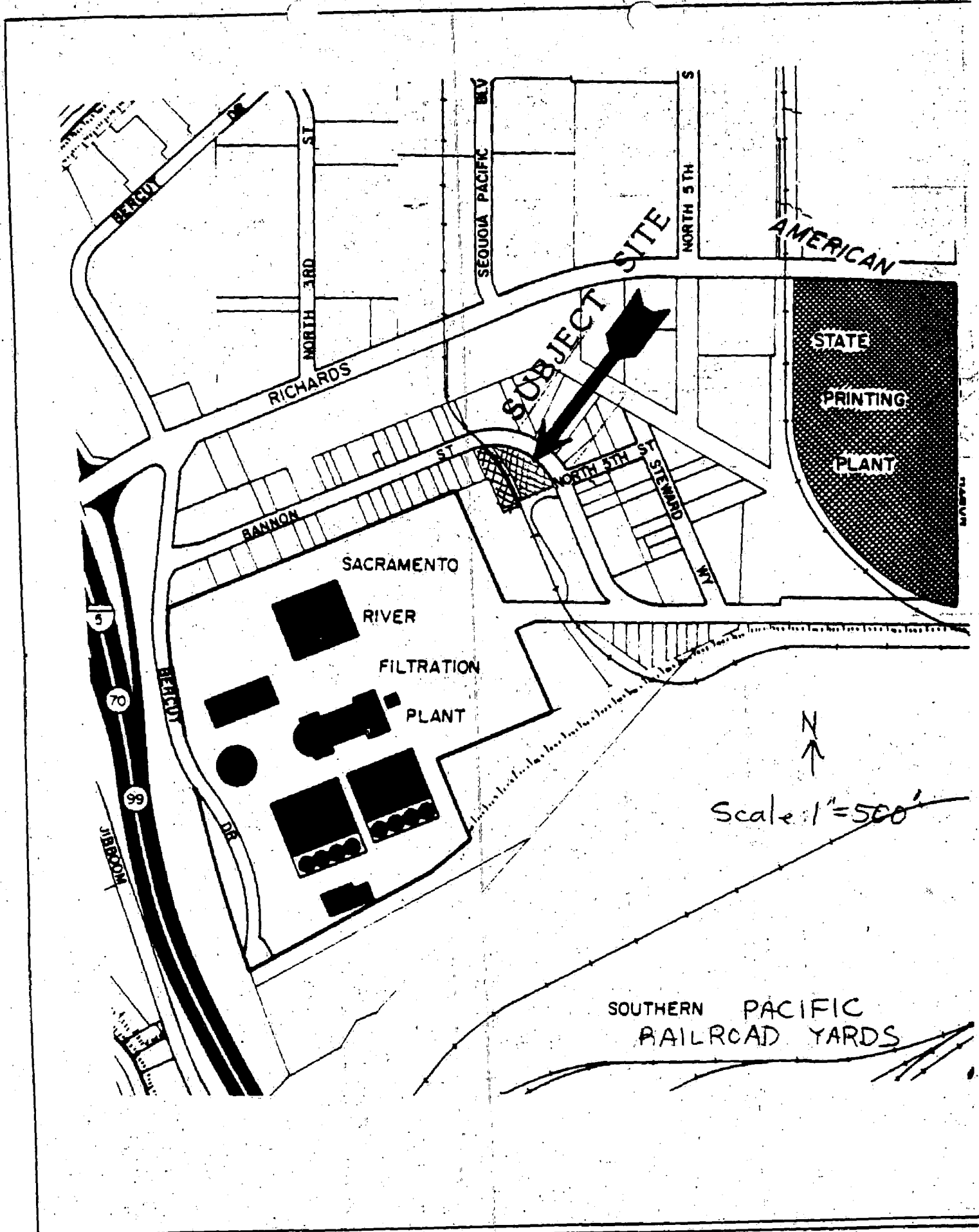
1. Total capacity of single men shall be limited to 86 single men for the entire facility. New women and women with children shall be limited to 20 single women and 16 women with children for a total of 53 women and women with children.
2. The applicant shall prepare a revised site plan, landscape plan, lighting and irrigation plans for review and approval by the Planning Director prior to issuance of building permits.
3. A minimum 25 foot building setback is to be observed off Bannon Street.
4. Parking lots shall include poured-in-place six inch concrete curbs adjacent to planter strips. No portable concrete wheel stops are allowed.
5. A minimum of 22 parking spaces shall be provided on the site.
6. Landscaping shall include three foot high undulating mounds along the 25 foot setback along Bannon Street. Planting material shall consist of five and 15 gallon trees, one and five gallon shrubs and ground cover.
7. A six foot wide planter strip shall be constructed along the west property line with pyracantha or similar thorn bearing shrubs to deter break-in's to the City Water Treatment Plant.
8. The applicant shall provide one trash enclosure complying with the trash enclosure guidelines (Exhibit F). No unenclosed refuse areas will be allowed.
9. All tot lot and children play areas are to be designed for security and ease of parental surveillance.
10. The applicant shall repair the west property line fence.
11. Elevations shall be revised to include four inch wood trim around the

windows and walls to break up the elevations of the building. Revised elevations shall be reviewed and approved by the Planning Director prior to issuance of building permits.

12. Prior to issuance of building permits, the applicant shall receive approval from the Planning Commission to merge property currently owned by Southern Pacific Transportation Company and have recorded a certificate of compliance merging all affected parcels.
13. Prior to issuance of building permits the applicant shall submit to the Planning Director for approval a detailed description of the referral program and how it will work.
14. Prior to issuance of building permits, the applicant shall submit to the Planning Director and Police Department a proposed on-site security program for their approval.

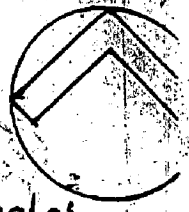
Findings of Fact

1. The project is based upon sound principles of land use in that it complies with the locational criteria for care facilities in that:
 - a. it does not represent an over-concentration of similar facilities in the one mile radius since it is an expansion of an existing facility; and
 - b. it will not result in the disruption of the neighborhood.
2. The proposed project, as conditioned, will not be injurious to the surrounding property or be detrimental to the public health, safety or welfare and result in the creation of a nuisance in that:
 - a. no additional single itinerant men will be added to the area; and
 - b. admission of women and children by referral only and transported to and from the Mission will minimize possible off-site conflicts;
3. The proposed project is consistent with the City's Interim Discretionary Land Use Policy in that the site is designated for industrial uses in the 1974 General Plan and the residential care facilities are allowed in industrial zones subject to securing a special permit and showing compliance with the locational criteria for care facilities. The subject site substantially complies with the locational criteria.

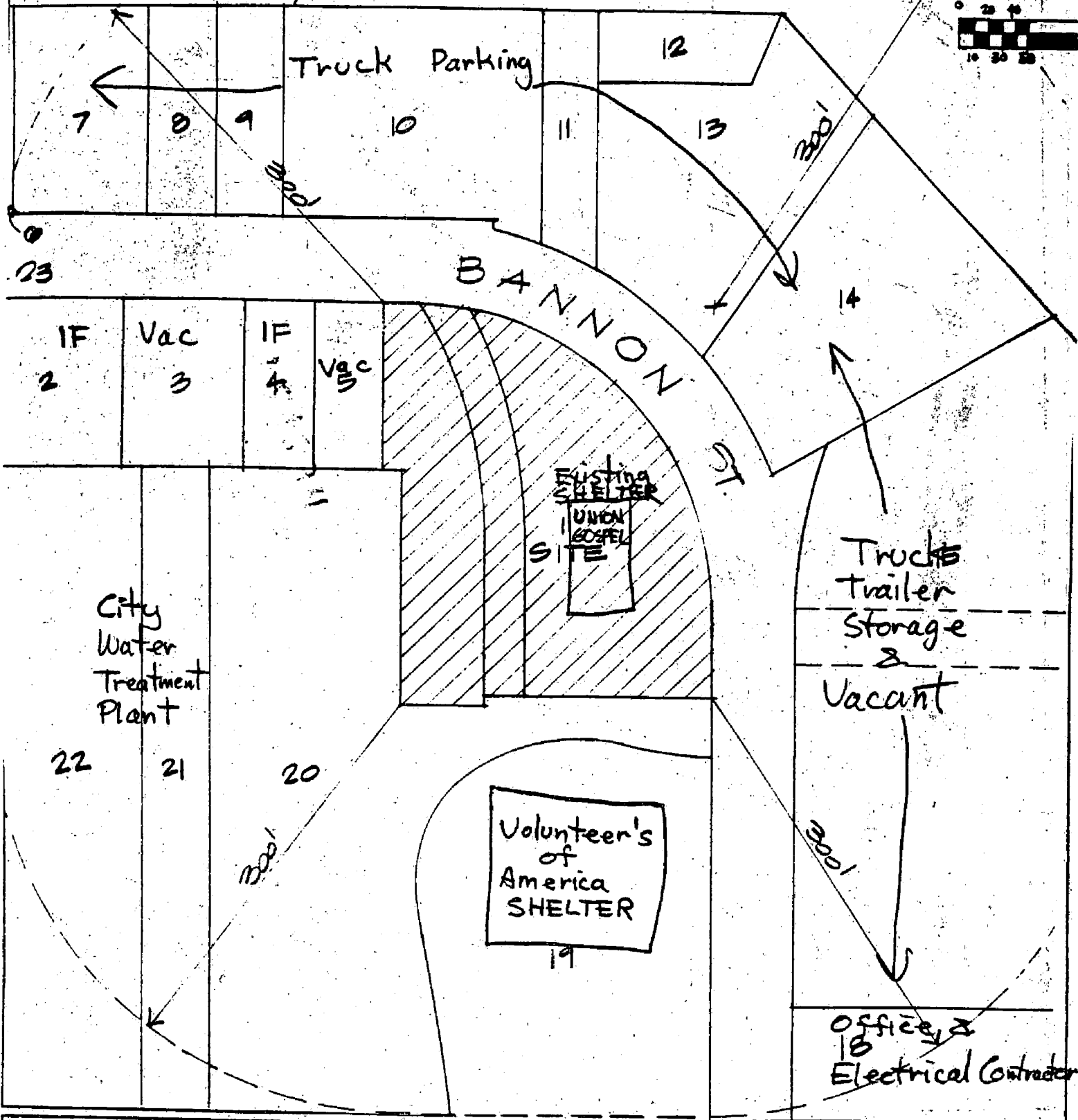


VICINITY MAP

Zoning: M-2 Entire Page
16 17

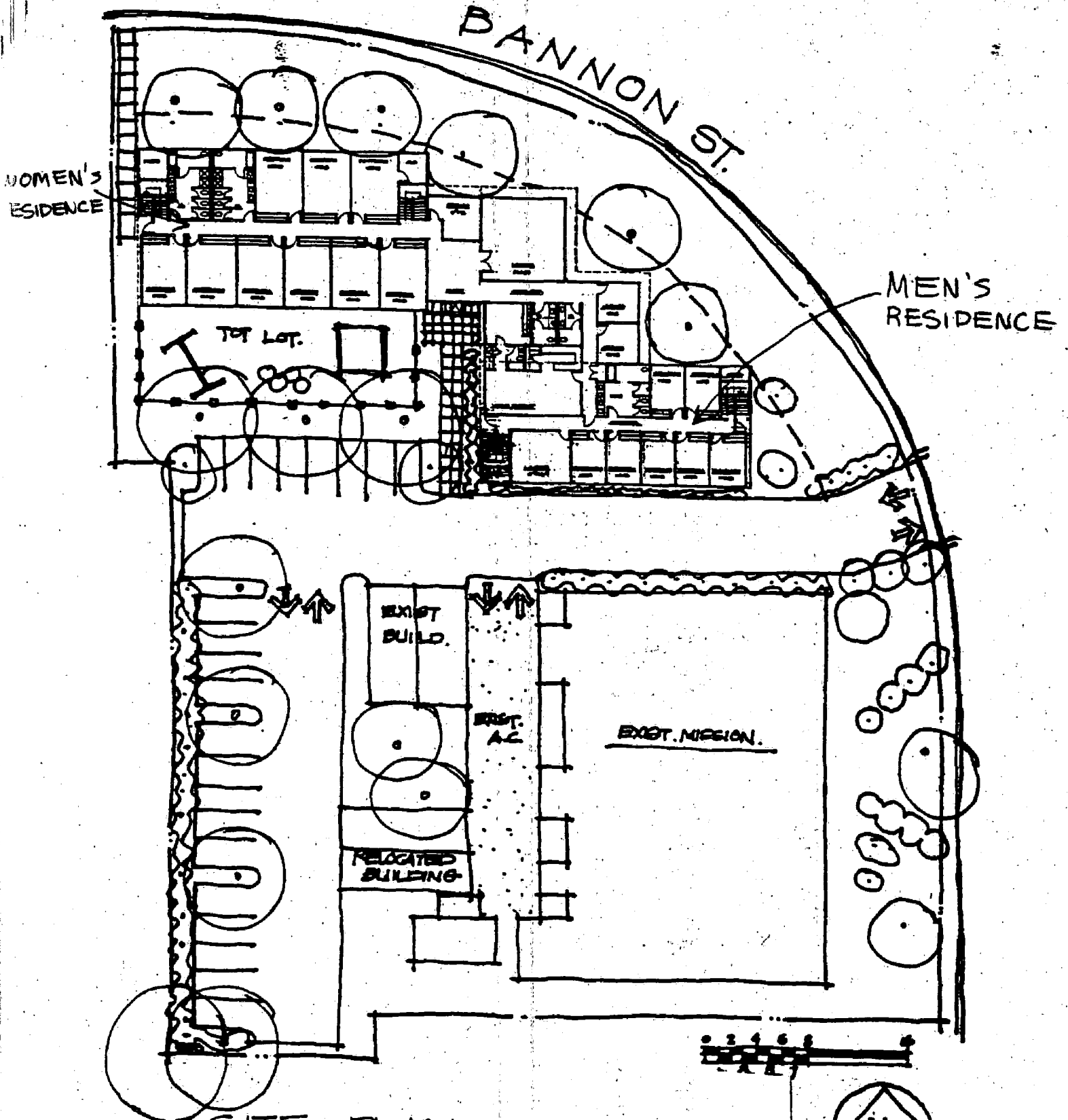


Scale: 1" = 100'
0 25 50
10 25 50



LAND USE & ZONING MAP

SITE PLAN



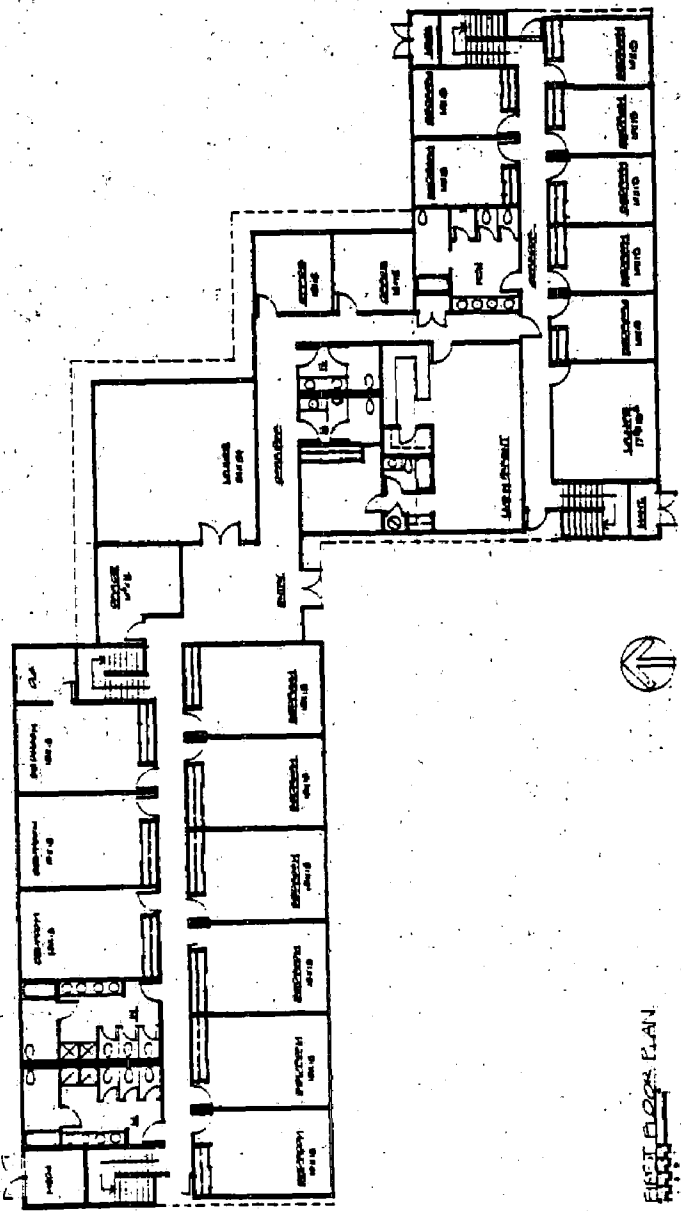
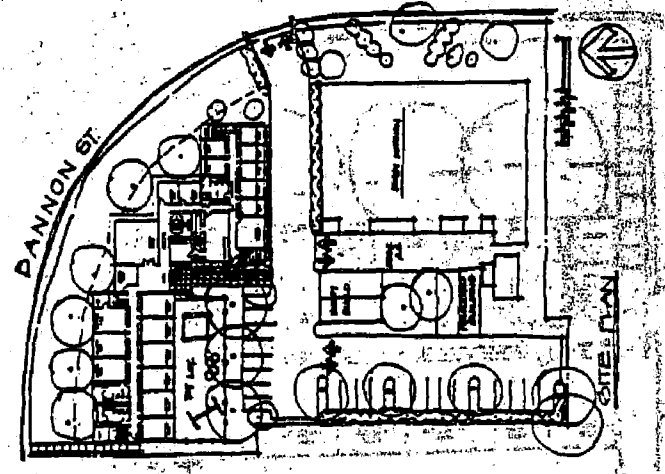
SITE PLAN

Reduced Scale

UNION GOSPEL MESSIAH FLOOR PLAN



CARISSIMI SCHERER ASSOCIATES
APR. 6, 1977



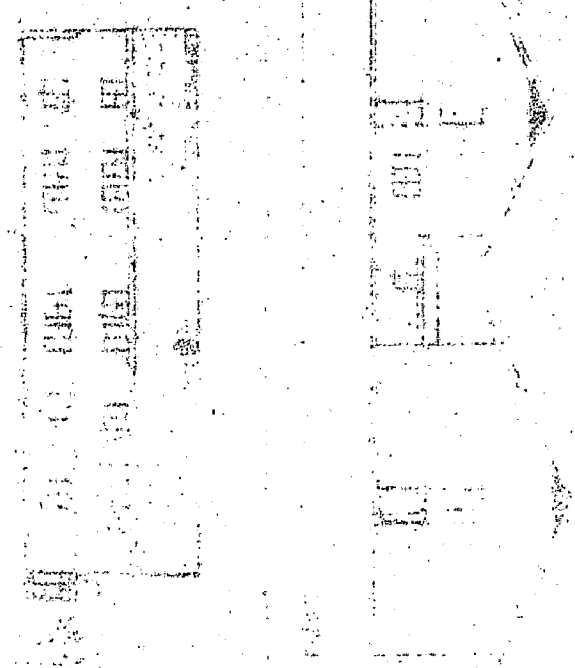
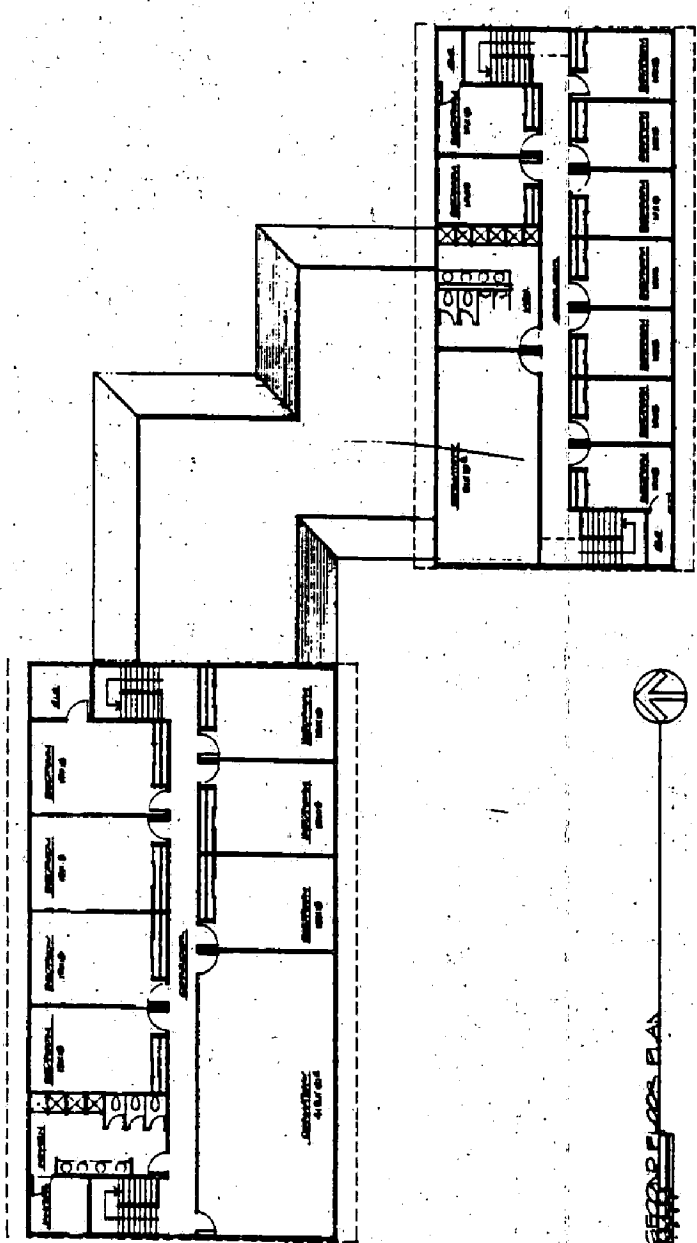
FIRST FLOOR PLAN

P-87-174

8-24-89
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stem X

2-87-174



2-87-174

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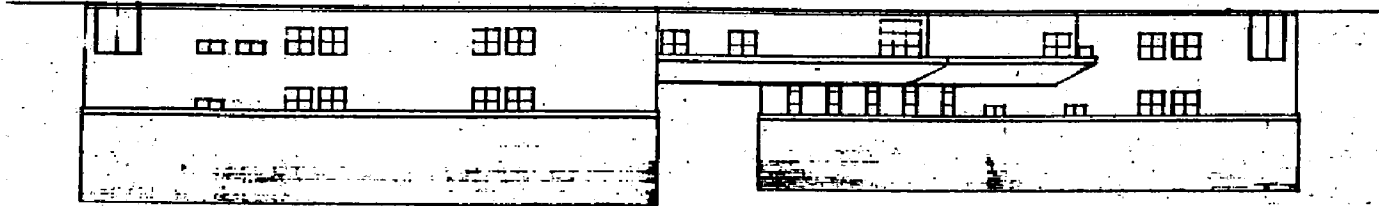
item 4

ELEVATIONS

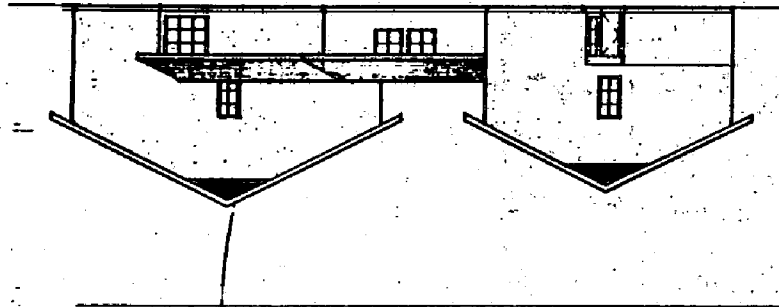


CARLSAM BOHMKES ASSOCIATES

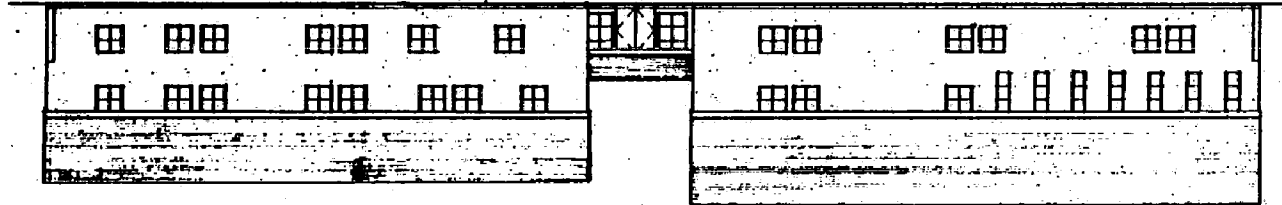
EXTERIOR ELEVATION



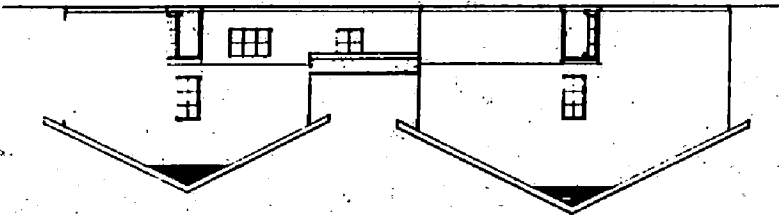
EAST



SOUTH



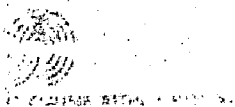
WEST



Item 4

8-24-89
8-27-89

P-87-174



UNION GOSPEL MISSION

The project proposed entails two new buildings: a Men's Residence and a Women's Center.

The purpose of these structures is to fill a service for people in need. The Men's Residence will be primarily for transients and male employees of UGM. The Women's Center will also provide sleeping lounge, sanitary facilities and, in addition, offices for counseling and a live-in house parent.

Men's Residence 4,960 s.f.

- a) 16 single men private rooms.
- b) 8 single men private rooms
- c) 1 lounge
- d) 2 men's private restrooms

Women's Center 10,207 s.f.

- a) 10 four-unit family, private
- b) 6 single mothers and children, private
- c) 20 single women
- d) 1 live-in house parent
- e) 1 lounge
- f) 1 men's public restroom
- g) 1 women's public restroom
- h) 1 men's public restroom
- i) 2 women's private restrooms
- j) 1 storage room
- k) 3 offices

Parking

23 stalls
ratio 1 stall per 7 req.

The reason and justification for the project is that the demand for this facility and services far exceeds the supply. The funding will be financed by the public sector at no cost to tax payers. There is a similar facility located to the south which is owned by the City of Sacramento and operated by the Volunteers of America. Minimum parking spaces are provided, based on actual need due to user's lack of vehicle ownership.

We are requesting a Special Use Permit and a Parking Variance.

P87174

LOCATIONAL CRITERIA FOR CARE FACILITIES

EXHIBIT B

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

March 23, 1982

LOCATIONAL CRITERIA FOR ESTABLISHING
NON-RESIDENTIAL CARE OR RESIDENTIAL
CARE FACILITIES (M-612)

WHEREAS, the following listing represents criteria which the City of Sacramento encourages Non-residential Care and Residential Care Facility operators to consider in selecting their proposed site. City Planning Department staff will utilize this criteria listing in evaluating the merits of an operator's application for a Special Permit; and

WHEREAS, in addition to this listing of criteria, the City also strongly suggests that an operator meet with the City Planning Department staff to jointly evaluate their preliminary listing of potential sites for the purpose of identifying the opportunities and constraints of each potential location. It is also strongly suggested that an operator explain the type of programs and activities proposed to residents and businesspersons located within a two block radius of the proposed facility site prior to formal submittal of the Special Permit application. Such an explanation may be through written materials, direct contacts, and/or neighborhood meetings;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Sacramento that the following locational criteria will be applicable to proposals for establishing new Non-residential or Residential Care Facilities:

| <u>Non-residential Care Facility</u> | <u>Residential Care Facility</u> | <u>Regional Criteria*</u> |
|--|--------------------------------------|--|
| X | | 1. <u>Client Access</u> - The proposed facility should be either located within close proximity to where a majority of its targeted client population resides; or close to major transit routes, bicycle routes, and reasonable freeway access from all parts of the service area. |

* Where conflicts between conformance with regional versus site criteria occur, site criteria shall be controlling. A region is generally defined as the boundaries of a Community Planning Area.

Non-residential
Care Facility

Residential
Care Facility

Regional Criteria*

X

X

2. Supportive Services-The proposed facility should be located within an area which is reasonably close to medical, governmental, shopping, and other services which support clients or near transit routes which provide access to such services.

X

3. Employment Opportunities-The proposed facility should be located within an area that can provide job opportunities for clients.

X

X

4. Distribution of Services-When siting within a residential area, the proposed facility should be located in an area where the same type of service is not already offered.

X

X

5. Facility Access-The proposed facility should be located in an accessible location if it provides a unique type of service for the region.

Non-residential
Care Facility

Residential
Care Facility

Site Criteria

X

X

6. Concentration-The proposed facility should not be sited within a residential neighborhood which already contains a number of Non-residential Care or Residential Care facilities.

* Where conflicts between conformance with regional versus site criteria occur, site criteria shall be controlling. A region is generally defined as the boundaries of a Community Planning Area.

Residential Facility

Residential Care Facility

Site Criteria

7. Neighborhood Disruption-Within residential areas, activities which generate excessive noise or which extend beyond the boundaries of the facility's site in such a manner as to impose upon the living space of neighbors should be avoided.

X

8. Parking-Adequate off-street parking should be provided for staff, clients, and visitors based on the type of service, the number of clients served per day, the scheduling of services, the level of staff required, and the number of non-client visitors anticipated. Within residential areas, facilities should not create traffic or parking problems that could result in a nuisance.

X

9. Size of Structure-The proposed structure should be capable of accommodating the anticipated number of clients given the type of services and operating schedule proposed. The structure should be accessible for the handicapped. Within residential areas, the size of new or remodeled facilities should be compatible with adjacent structures. Adequate outdoor areas for client use should be provided on the facility grounds.

REGIONAL CRITERIA - RESIDENTIAL CARE FACILITY

Item #2. Supportive Services Our proposed facility will be located within a reasonable distance from two medical clinics and one dental. We also have a transit route within a block & a half in one direction and three in another.

Item #3. Employment Opportunities Our existing facility has an employment referral service as will the proposed facility.

Item #4. Distribution of Services There are no facilities in our area that will offer the same services. The Salvation Army the nearest to us only accommodates men, and Mary House a small number of women and none of the services we propose.

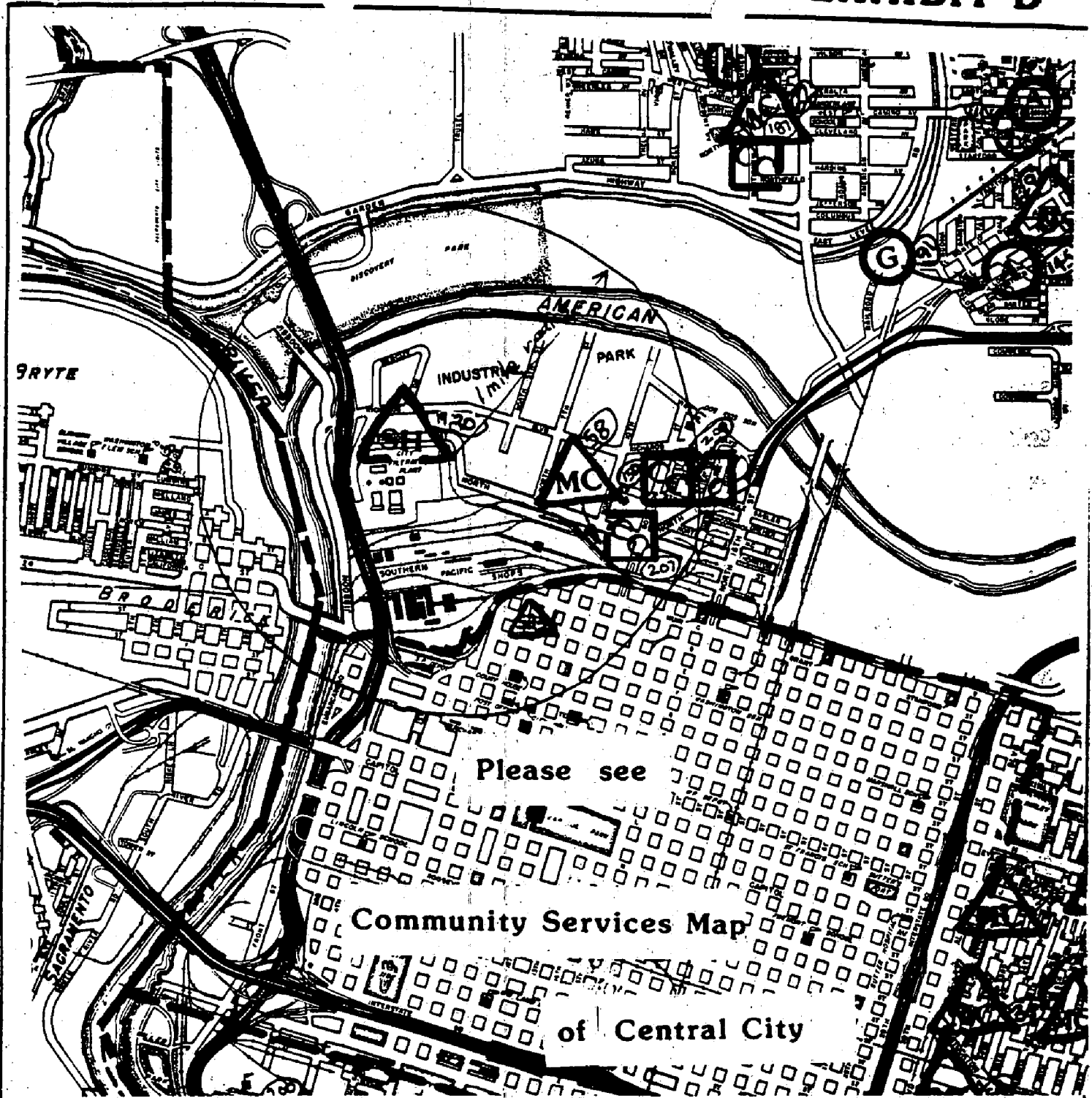
Item #5. Facility Access The proposed facility is accessible to two transit lines.

SITE CRITERIA - RESIDENTIAL CARE FACILITY

Item #6. Concentration - The only facility close is the V.O.A. and they only take referrals from the welfare department.

Item #8. Parking As most of our clients do not have cars we have more than adequate parking facilities.

Item #9. Size of Structure - The proposed structure will be 10,207 Square Feet. There will be a play ground for children and outdoor areas for other clients. The building design will be compatible with existing buildings.



FACILITIES MAP

Table 1
Listing of Care Facilities - (P87-174)
One-Mile Radius 400 Bannon Street

Specialized Housing Facility - SH

Code Key

- SH-20 Volunteers of America
 Emergency Shelter
 470 Bannon Street
- SH-2 Adult Rehabilitation Center
 520 9th Street
 (Operated by Salvation Army)

Medical or Counseling Facilities - MC

Code Key

- MC-58 Salvation Army
 Emergency Lodge and Feeding
 1200 North B Street

Child Care Centers - CC

Code Key

- CC-150 Dos Rio Child Development Center
 361 Mint Street
 Ages 2-10, ambulatory only
 Capacity= 29
- CC-207 Salvation Army Day Care Center
 1200 North B Street
 Ages 2-5, ambulatory
 Capacity= 70
- CC-209 SETA, Dos Rios Head Start
 321 Eliza
 Ages 2-17, ambulatory
 Capacity= 20