

CITY PLANNING COMMISSION
1231 "I" STREET, SUITE 200, SACRAMENTO, CA 95814

APPLICANT <u>Sacto Valley Teen Challenge, c/o Hackard, Taylor, 1435 River Pk Dr, Ste 300, Sacto, CA 95815</u>
OWNER <u>Ernest Phinney and Robert Walker, 1730 P Street, Sacramento, CA 95814</u>
PLANS BY <u>Hackard, Taylor, and Phillips, 1435 River Park Drive, Suite 300, Sacramento, CA 95815</u>
FILING DATE <u>5-2-91</u> ENVIR DET. <u>Negative Declaration</u> REPORT BY <u>CAS</u>
ASSESSOR'S PCL. NO. <u>007-0311-022</u>

APPLICATION:

- A. Negative Declaration
- B. Special Permit to allow a residential care facility to provide training in basic living skills and values to 15 women in an existing duplex to be remodelled into a single residence on 0.15 \pm developed acres in the Multi-Family (R-5) zone

LOCATION: 1613 and 1615 18th Street

PROPOSAL: The applicant is requesting the necessary entitlements to operate a residential care facility that teaches 15 women clients basic living skills in an existing residence on 0.15 \pm developed acres in the Multi-Family (R-5) zone. The existing duplex is proposed to be converted into a single family residence.

PROJECT INFORMATION:

General Plan Designation:	High Density Residential (30 + du/na)
1980 Central City	
Community Plan Designation:	Multi-Family
Existing Zoning of Site:	Multi-Family, R-5
Existing Land Use of Site:	Duplex

Surrounding Land Use and Zoning:	Setbacks	Required	Provided
North: Residential, R-5	Front:	25' or ave.	21.5'
South: Commercial, C-1 and C-2	Side(north):	5'	7.5'
East: Residential, R-5 and C-2	Side(south):	5'	2' (existing)
West: Residential, R-5	Rear:	5'	5.5'

Parking Required:	To be determined by Planning Commission
Parking Provided:	Existing 3 car garage
Property Dimensions:	Irregular, 121 \pm x 55 \pm
Property Area:	0.15 \pm acres
Square Footage of Building:	4,500 square feet
Height of Building:	Two story
Topography:	Flat
Street Improvements:	Existing
Utilities:	Existing
Exterior Building Materials:	Wood siding
Roof Material:	Composition shingle
Number of Clients:	15 women

APPLC. NO. P91-108

MEETING DATE July 25, 1991

ITEM NO. 22

000582

Number of Employees: 5 staff
Hours of Operation: Residential, 24 hours per day

BACKGROUND INFORMATION: In September 1990, the City Council directed Planning staff to review the locational criteria used to analyze the appropriateness of a care facility's proposed location in the City. That study is underway. One reason for the review was to acknowledge the large number of care facilities in the Central City, to develop standards to limit facilities where too many exist and to create a list of preferable locations. This Special Permit request was made while the study was in progress.

PROJECT EVALUATION: Staff has the following comments:

A. Land Use and Zoning

The subject site is 0.15 \pm developed acres in the Multi-Family, R-5 zone. The General Plan designates the subject site as High Density Residential (30+ du/na) and the 1980 Central City Community Plan designates the site as Multi-Family. The surrounding land use and zoning for the subject site is residential, zoned R-5 to the north and west; commercial, zoned C-1 and C-2 to the south; and residential, zoned R-5 and C-2 to the east. The subject site is currently developed with a duplex which the applicant proposes to convert into a 4,500 square foot single family residence.

B. Applicant's Proposal

The applicant, Sacramento Valley Teen Challenge (SVTC), is proposing to operate a residential care facility that teaches 15 women clients basic living skills in an existing residence on 0.15 \pm developed acres in the Multi-Family (R-5) zone. The existing two story, 4,500 square foot duplex is proposed to be converted into a single family residence for the facility (see Exhibits A, B, and C). The residential care facility will provide an environment where 15 young women residents can live with others while they learn practical life skills and Christian values to enable them to meet challenges in their future lives. Two directors, three staff members, three graduate client-aides, and 12 clients will reside at the home. The program includes a very structured living environment based on responsibilities and privileges. A student manual that outlined the program was included with the application.

C. Policy Considerations

The proposed use is consistent with the General Plan and the Central City Community Plan land use designations, High Density Residential (30+ du/na) and Multi-Family, respectively. One of the Community Service goals listed in the Central City Community Plan reads: "Provide for the location of social rehabilitation facilities in such a manner so as not to have a detrimental impact on residential neighborhoods." There may already be a high concentration of care facilities in the Fremont Park neighborhood.

D. Staff Analysis

1. Site Plan:

The subject site, consisting of 0.15 \pm acres in the R-5 zone, is currently developed with a duplex. The applicant intends to convert the duplex into a single residence. The 4,500 square foot residence will consist of six bedrooms and four bathrooms. An existing three car garage will also be retained on the site. A residential care facility is proposed to be located in the residence. The grounds are fully landscaped.

The setbacks required in the R-5 zone are 25 feet in the front, five feet on each side, and five feet in the rear. The front setback can be reduced to the average of the front setbacks of the two closest buildings on the same side of the street. The setbacks on the existing duplex are 21.5 feet in the front, 7.5 feet on the north side, and two feet on the south side. The two foot setback on the south side does not meet the minimum setback requirement. Any further encroachment into the setback area for an addition would require a special permit to enlarge a non-conforming structure. The existing garage is located 5.5 feet from the rear property line and meets the minimum rear yard setback. The garage is located six feet from the south side property line so the 26 foot minimum maneuvering area is met when the setback and the 20 foot wide alley are combined.

According to the Zoning Ordinance, the Planning Commission shall determine the parking required for a residential care facility. The applicant indicates an existing three car garage on the site, however one of the spaces is leased to another use, so two spaces are available for the facility. According to the student manual provided by the applicant, none of the clients are allowed to have vehicles at the home. The five live-in staff may have vehicles and the applicant indicates that the home will have a van for the facility's use. Potential visitors may also drive vehicles to the site. A neighborhood resident has indicated an existing shortage of parking in the area. Planning staff notes that restricted parking consisting of 2 hour zones with preferential "E" permits are located along 18th and P Streets. Planning staff finds that the two car garage and on-street parking adjacent to the residence would not be adequate to meet the proposed parking needs of the facility and may create additional parking congestion in the neighborhood.

2. Building Materials and Design:

The proposed project will require the conversion of a recently renovated home in the Central City from a duplex to a single residence. The existing building materials are horizontal wood siding with a composition shingle roof. The existing color of the residence is light yellow with white trim. The subject site is located in the Central City and is within the boundaries of the Capitol Avenue Preservation Area so is therefore subject to Design Review approval prior to the issuance of any building permits required for the conversion.

3. Client Program:

Sacramento Valley Teen Challenge proposes to operate a non-profit group home for 15 women with five staffmembers for the purpose of teaching the residents to deal with various life problems. The residents are taught basic living skills, such as work ethic, team work, and commitment skills, as well as being exposed to Christian values.

Residents are given a student manual that outlines the rules and regulations under which they must live while residing at the home. Residents are committed to living in the home under its curriculum for an average of one year. The average daily routine of home-related chores, studies, and prayer occupies each resident from 6:30 A.M. to 10 P.M. seven days per week. Visitors and phone calls are strictly restricted.

A curriculum with five levels has been established to reward certain specific achievements with specific resident privileges. Examples of achievements include showing advancement in the curriculum, keeping personal areas neat, expressing a positive attitude, and establishing a positive support system. Examples of privileges include being allowed visitors, being allowed to use stereo headphones, and being allowed to make phone calls.

Two directors and three staff oversee the operation of the home. Also, three graduates of the program may be used as staff aides.

4. Concentration of Other Residential Care Facilities in the Neighborhood:

On March 23, 1982, the City Council adopted a resolution to specify regional and site criteria to be used to evaluate the proposed location of a new care facility. The following regional criteria are used to analyze the appropriateness of a specific location for a residential care facility: close proximity to supportive services (e.g. shopping, medical, and other services); appropriate distribution of like services; and accessible location region-wide. Another criteria is provision of employment opportunities for the clients which does not apply to this facility. The proposed facility is in close proximity to supportive services. However, the proposed facility is in close proximity to other facilities in the area (see Exhibit D).

The site criteria with which a residential facility should be evaluated include: sited within a neighborhood which does not contain a number of similar facilities; provision of adequate parking; structure size adequate to serve proposed facility type and client load; and compatibility of the structure with other buildings in the neighborhood. The SVTC facility structure is compatible with other neighborhood buildings. However, the neighborhood does contain many residential and non-residential care facilities and the facility does not provide adequate parking. Exhibit D indicates the location of the proposed facility and the other residential and non-residential care facilities in the surrounding area. Ten care facilities are located within a radius of 2,000 feet around the subject site.

According to the Sacramento Source Book for Community Planners compiled by the Community Services Planning Council, 617 human service programs are provided in the Central City, including 94 basic needs programs. The Central City is home to the largest concentration of facilities in the City. The next most concentrated community plan area is East Broadway area with 290 programs, including 36 basic needs programs (see Exhibit E).

Staff finds that although the location of this facility in the Central City would be beneficial to the facility in that many services would be in close proximity, other areas of the city with fewer existing facilities could provide the same level of local services.

Staff recommends denial of the Special Permit in that adequate parking is not provided for the facility and an high concentration of similar facilities exists in the Central City and surrounding neighborhood.

D. Agency Comments

The proposed project was reviewed by the City Traffic Engineering, Engineering, Building Inspections, and Police departments, as well as the Sacramento Old City Association, Midtown Business Association, and Fremont Park Neighborhood Association. The following comments were received:

Traffic Engineering staff suggested the following conditions to mitigate the possible parking impacts:

1. Residents of the SVTC program shall not be allowed to have motor vehicles during their stay; and
2. Visiting hours shall be scheduled so as to lessen parking impact in the neighborhood.

Police staff do not support the project in that they find an overconcentration of residential and non-residential care facilities in the Central City. If the Special Permit is approved, Police staff request the conditions outlined in the letter from Hackard, Taylor, and Phillips to the Planning Department, dated July 11, 1991, be made conditions of the Special Permit (see Exhibit F and G).

Building Inspections-Fire staff indicated that the location of this use at the site and any building remodelling would require a building permit and must meet Uniform Building and Fire Codes for the specific care facility use.

No comments have been received from the Sacramento Old City Association or the Midtown Business at the writing of this report. Any correspondence from them will be forwarded to the Planning Commission.

Fremont Park Neighborhood Association and the applicant discussed the special permit request on several occasions. The association voted to endorse the Teen Challenge request for a Special Permit and asks that the permit be approved subject to the conditions outlined below (see Exhibit G and H):

1. Only the staff at the property will be authorized to keep vehicles at the site or on the street.
2. No residents shall have been referred by the criminal justice system.
3. All residents in the program, other than program staff, shall be women.
4. No government funding shall be accepted by the holder of the use permit for the operation of the program at the property.
5. Visitors to the property shall be limited to those allowed by program staff in accordance with the restrictions contained in the student manual of The Alpha Henson Home, incorporated herein by reference.

ENVIRONMENTAL DETERMINATION: The Environmental Services Manager has determined that the project, as proposed, will not have a significant impact on the environment; therefore, a Negative Declaration has been prepared. In compliance with Section 15070(B)1 of the California Environmental Quality Act Guidelines, the applicant has incorporated the following mitigation measures into the project plans to avoid identified effects or to mitigate such effects to a point where clearly no significant effects will occur:

- A. The applicant agrees to pay such lawful fees, taxes or assessments imposed through the use of development fees, impact fees, fee districts, community facilities districts, assessment districts, or other fair, equitable, and appropriate mechanisms designed to address project impacts on the existing combined stormwater sewer system, and shall execute an agreement satisfactory to the City Attorney and suitable for recordation which obligates the applicant to pay fair, equitable, and appropriate development or related fees, impact fees, or assessments or taxes as and when enacted, imposed, or levied.
- B. If subsurface archaeological or historical remains (including unusual amounts of bones, stones, or shells) are discovered during excavation of construction of the site, work shall stop immediately and a qualified archaeologist and a representative of the Native American Heritage Commission shall be consulted to develop, if necessary, further mitigation measures to reduce any archaeological impact to a less than significant level before construction continues.

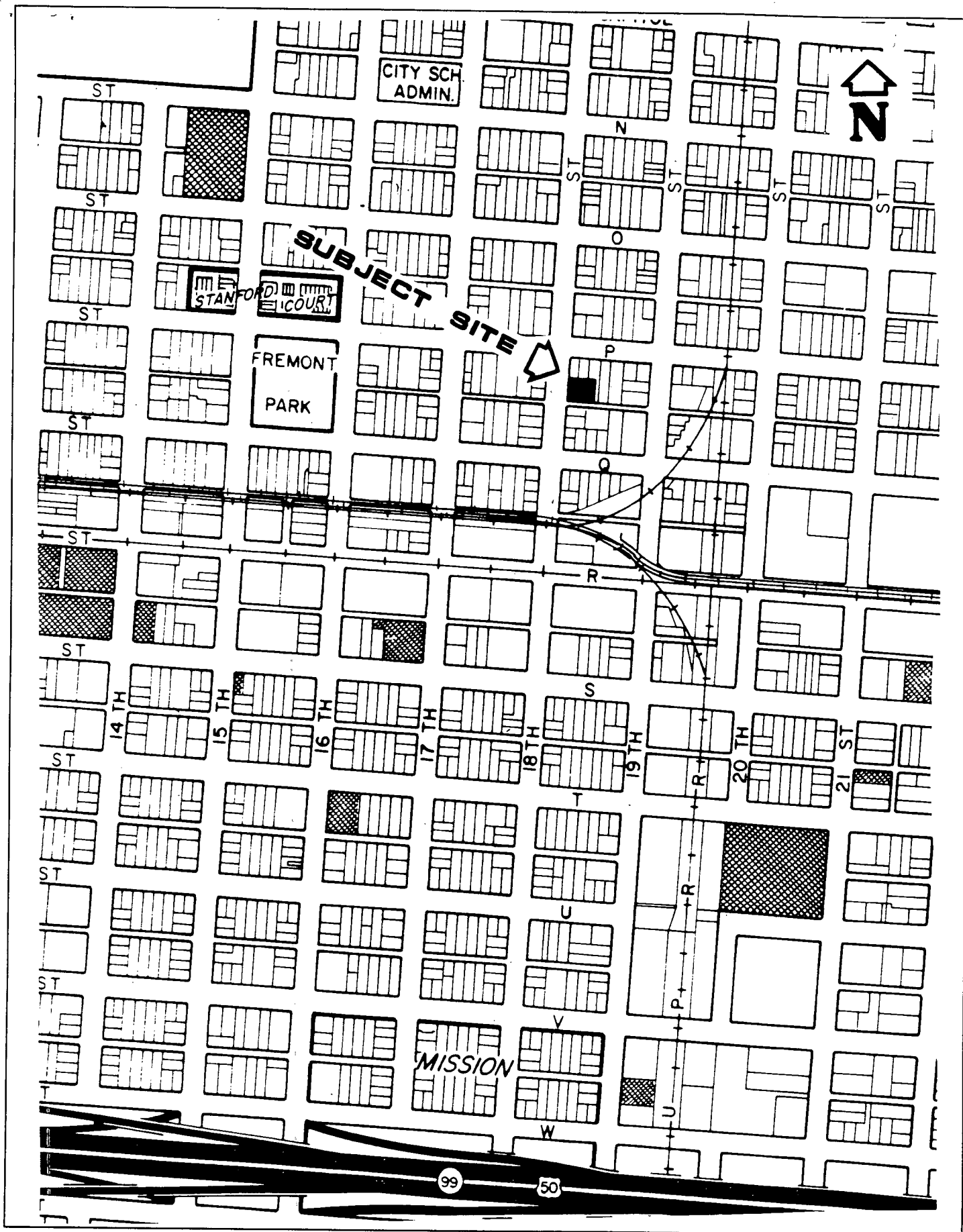
RECOMMENDATION: Staff recommends the following actions:

- A. Ratify the Negative Declaration; and
- B. Deny the Special Permit to allow a residential care facility based upon the findings of fact which follow.

Findings of Fact:

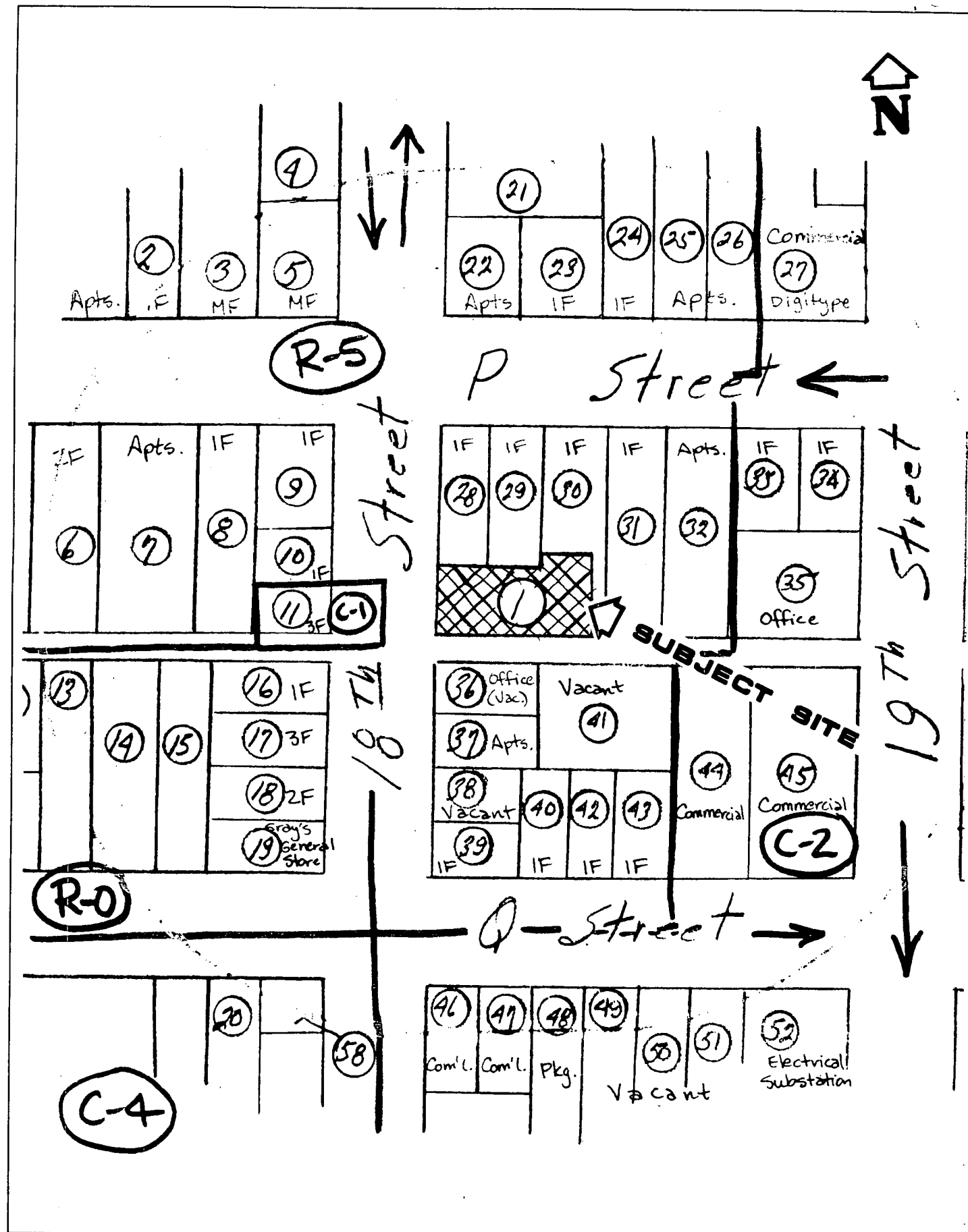
1. The proposed project is not based upon sound principles of land use in that the project is an additional care facility in the Central City where there is an overconcentration of such facilities in the neighborhood.

2. The project will be detrimental to the public health, safety, and welfare and result in a nuisance in that:
 - a. adequate parking is not provided on the site and the shortage of parking may create parking congestion in the neighborhood;
 - b. an overconcentration of care facilities are located generally in the Central City Community Plan area and specifically in the area surrounding the subject site; and
 - c. residential neighborhoods exist outside the Central City in which such a facility could be located that could provide an urban environment with supportive services yet not create an overconcentration of facilities.
3. The proposed care facility is inconsistent with the General Plan policy that social rehabilitation facilities shall be located in such a manner so as not to have a detrimental impact on residential neighborhoods.



VICINITY MAP

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LAND USE AND ZONING MAP

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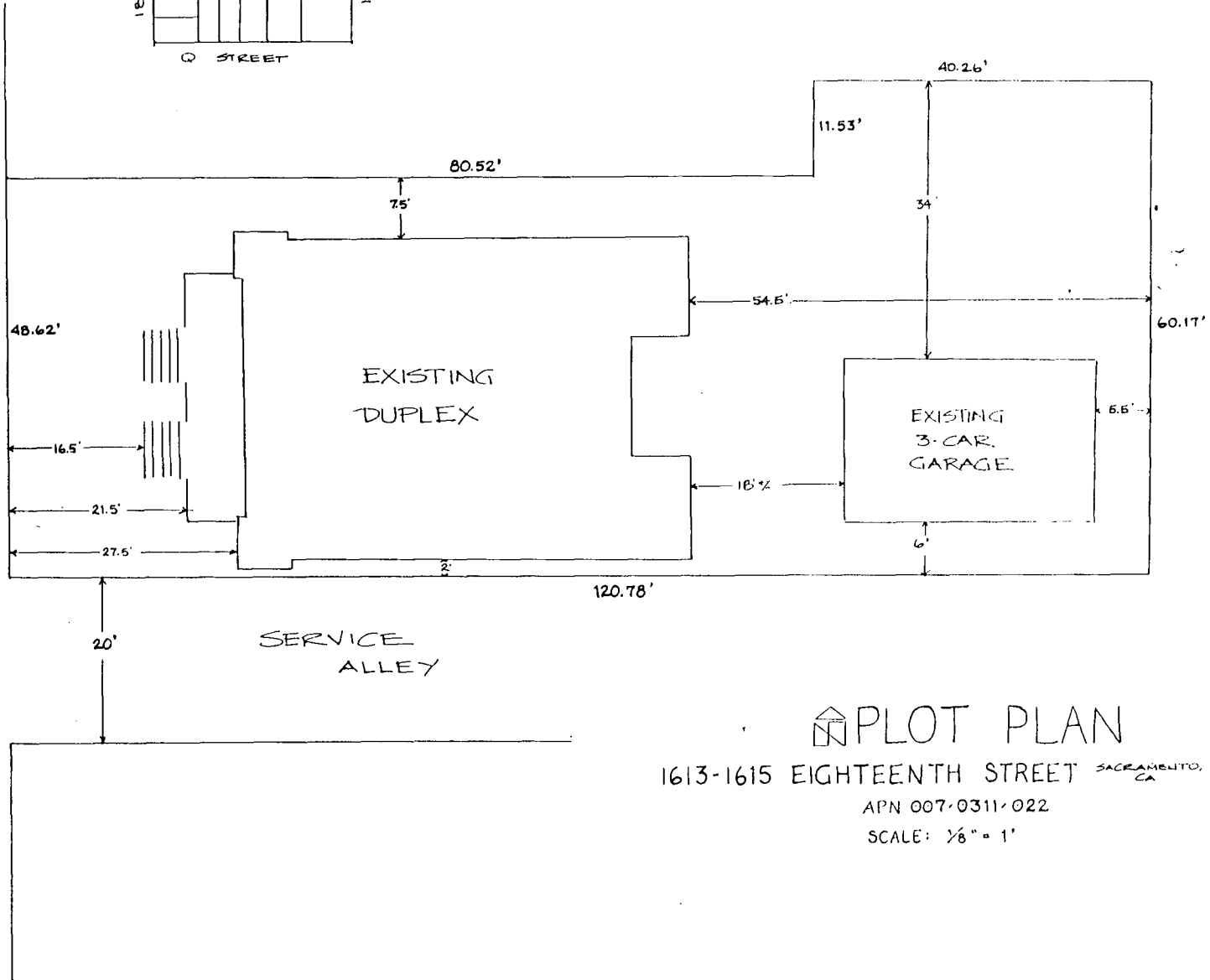
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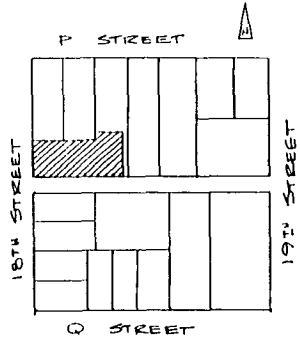
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EIGHTEENTH STREET



VICINITY MAP



PLOT PLAN

1613-1615 EIGHTEENTH STREET SACRAMENTO, CA

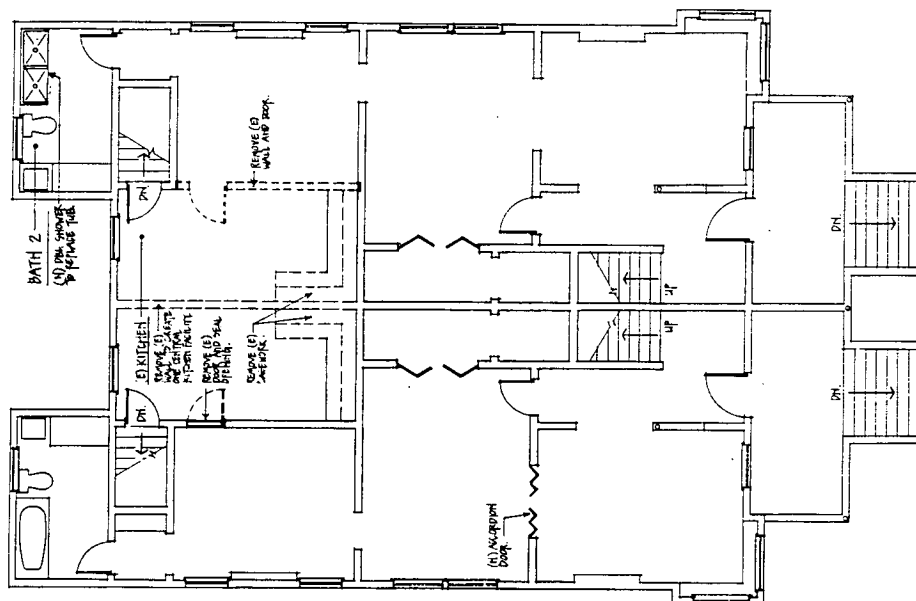
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SCALE: 1/8" = 1'

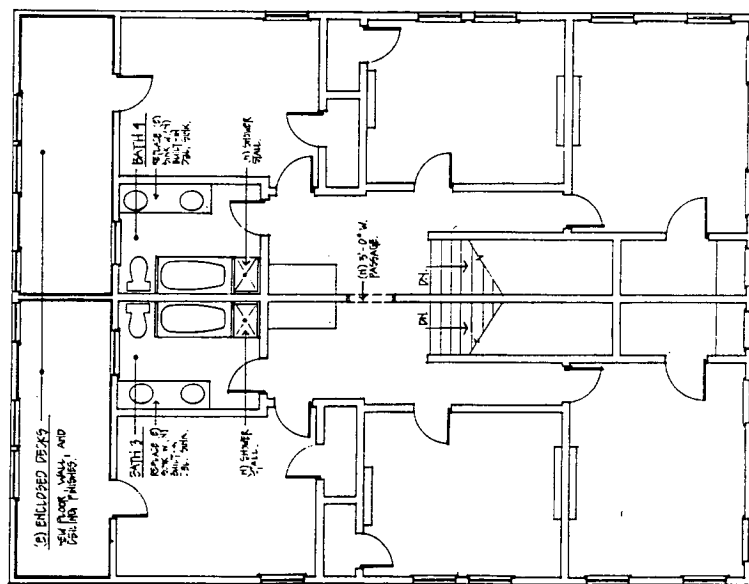
EXHIBIT A

Floor plan of the first floor of the building. The plan shows a large central hall with a staircase labeled "UP" on the left. To the right of the hall is a large room labeled "FILMED EVIDENCE" with a staircase labeled "UP" on the left. To the left of the hall is a large room labeled "FILMED EVIDENCE" with a staircase labeled "UP" on the left. The plan also shows several smaller rooms, including a bathroom, and a large room labeled "FILMED EVIDENCE" on the right. The plan is oriented with the entrance at the top.

PLAN



—FIRST FLOOR PLAN—



-SECOND FLOOR PLAN-

000591

RESIDENCE FOR
1613 / 1615 EIGHT EIGHTH STREET
SACRAMENTO VALLEY TEEN CHALLENGE
SUBMITTING FOR CITY OF SACRAMENTO BUILDING PERMIT REVIEW.

SUBMITTAL FOR CITY OF SACRAMENTO BUILDING PERMIT REVIEW

DRAWN BY STANLEY J. JARRELL ON MARCH 30, 1991
SCALE: $\frac{1}{4}'' = 1'-0''$

SCALE: 1/2" = 1'-0"

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EXHIBIT C



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EXHIBIT C-2



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The map displays a grid of streets in San Francisco. Three concentric circles are drawn, centered at the intersection of Market Street and Taylor Street. The innermost circle has a radius of approximately 500 feet, the middle circle has a radius of approximately 1,000 feet, and the outermost circle has a radius of approximately 1,500 feet. Various locations are labeled, including 'CITY SCH ADMIN.', 'FREMONT PARK', 'CAPITOL', and 'STANFORD COURT'. House numbers are scattered throughout the map, with some circled in red. A north arrow is located in the upper left corner.

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EXHIBIT D

OTHER CARE FACILITIES SURROUNDING THE SUBJECT SITE

<u>Map No.</u>	<u>Facility Name</u>	<u>Address</u>
426	Friends Outside	1910 P Street
468	Sacramento Alcoholism Center	1708 Q Street
514	Trans'l Living & Com Support	1631 P Street
419	Crossrds Employment Svcs	1614 N Street
296	Planned Parenthood	1507 21st Street
302	Sacto Dist Dental Society	1507 21st Street
322	Alcoholics Anonymous	1507 21st Street
79	Garrett's Guest House	3014 Capitol Avenue
418	Crossrds Mental Hlth Rehab Agncy	2021 N Street
329	Bi-Valley Medical Clinic	2100 Capitol Avenue
489	Sacramento Peace Center	1917 16th Street
339	Women's Stress Alternatives	1216 18th Street
335	Sacramento Recovery House	1914 22nd Street
524	Volunteers in Parole	1608 T Street
446	Lutheran Social Services	2001 19th Street
379	St. John's Shelter	1723 L Street
449	Meals ala Car	1701 L Street
387	American Red Cross	2001 21st Street
46	Stanford 22nd St Home	2020 22nd Street
179	Pleasant Ridge Home	2030 23rd Street
427	Golden Empire Health Plng Ctr	2100 21st Street
463	Protection and Advocacy	2131 Capitol Avenue
314	Central Calif Hemophilia Fn	2206 K Street
469	Sacto Area Feminist Legal Svcs	1122 17th Street
534	YWCA	1122 17th Street

HACKARD, TAYLOR & PHILLIPS

A PROFESSIONAL CORPORATION

ATTORNEYS

1435 RIVER PARK DRIVE, SUITE 300

SACRAMENTO, CALIFORNIA 95815

TELEPHONE: (916) 929-5545

TELEFAX: (916) 929-0283

MICHAEL A. HACKARD
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M. REED HOPPER
GEORGE T. KAMMERER
JONATHAN C. RIESE
JAMES B. WILEY

July 11, 1991

HAND DELIVERED

Ms. Carol Shearly
City of Sacramento
Department of Planning and Development
1231 I Street, Room 200
Sacramento, California 95814

Re: P91-108 -- Sacramento Valley Teen Challenge
Requested Conditions of Approval

Dear Ms. Shearly:

On behalf of Sacramento Valley Teen Challenge (SVTC), I would like to request that the following items be included as conditions of approval for the requested use permit:

1. Only the staff at the property will be authorized to keep vehicles at the site or on the street.
2. No residents shall have been referred by the criminal justice system.
3. All residents in the program, other than program staff, shall be women.
4. No government funding shall be accepted by the holder of the use permit for the operation of the program at the property.
5. Visitors to the property shall be limited to those allowed by program staff in accordance with the restrictions contained in the student manual of The Alpha Henson Home, incorporated herein by reference.

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P91-108

July 25, 1991

Item #22

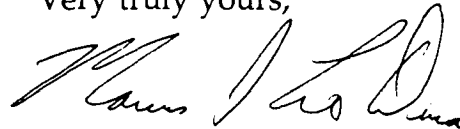
Ms. Carol Shearly
July 11, 1991
Page 2

EXHIBIT G-2

With these conditions, SVTC seeks to assure both its neighbors and the City that the strict code of conduct to which SVTC holds not only its staff and students but also visitors to the home would also apply to any subsequent owners of the property should they wish to operate under the special permit which SVTC seeks.

If you have any questions, please do not hesitate to call.

Very truly yours,



Marcus J. Lo Duca

MLD:jee

cc: Ernest Phinney
Sacramento Valley Teen Challenge

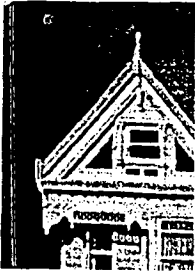
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Item #22



Fremont Park
Neighborhood
Association

EXHIBIT H

CITY OF SACRAMENTO
CITY PLANNING DIVISION

JUL 15 1991

RECEIVED

July 11, 1991

Ms. Carol Shearly
City of Sacramento
Department of Planning and Development
1231 "I" Street, Room 200
Sacramento, CA 95814

Re: P91-108 -- Sacramento Valley Teen Challenge--
Requested Conditions of Approval

Dear Ms. Shearly:

The Fremont Park Neighborhood Association met on Wednesday, July 10, 1991, to review the Sacramento Valley Teen Challenge request for a special use permit for the property at 1613-15 Eighteenth Street, Sacramento. This was the second meeting at which the Sacramento Valley Teen Challenge met with the neighborhood residents to answer questions and provide information regarding their program.

The Teen Challenge representatives have been responsive to the concerns of the neighborhood regarding such issues as parking, supervision of the program residents, the participants in the program, and other issues. The permit restrictions requested in Marcus Lo Duca's letter to you, dated July 11, 1991, on behalf of the Teen Challenge Program, address the principal concerns of the Association regarding the proposed use of the property as a residence facility for the Teen Challenge Program. We voted to endorse the Teen Challenge request, to send this letter and ask that the use permit for the property at 1613-15 Eighteenth Street be approved subject to the restrictions outlined in Mr. Lo Duca's letter of July 11, 1991.

For the Fremont Park Neighborhood Association:

Name:

Address:

Ken Freedlander 1719 P St #2 Sac, Ca 95814

Samy Freedlander 1719 P. St. #3 SAC CA

Barry J. Kistler 1725 P St Upper Sac CA

Jim J. J. J. 1712 P St Sac, Ca 95814

1712 P Street
Sacramento, CA
95814
916.448.0433

P91-108

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EXHIBIT H-2

Page 2: Shearly

Name:

Address:

James Fitzpatrick 11611 17th St. Sacto. 95814
Hy. J. Loh. 11611 17th St. Sacto. 95814
James Fitzpatrick 11611 17th St. Sacto. 95814