

ZONING COMMITTEE STAFF REPORT

1. **FILE NAME:** Dorothy Day Center **FILE #** 18-127-225
 2. **APPLICANT:** Catholic Charities of St. Paul and Minneapolis **HEARING DATE:** December 20, 2018
 3. **TYPE OF APPLICATION:** Conditional Use Permit
 4. **LOCATION:** 435 Dorothy Day Place Unit 1, NW corner at Old Sixth
 5. **PIN & LEGAL DESCRIPTION:** 06.28.22.22.0100, CIC No 815 Dorothy Day Condo Unit 1
 6. **PLANNING DISTRICT:** 17 **PRESENT ZONING:** B5
 7. **ZONING CODE REFERENCE:** §65.157; §61.501
 8. **STAFF REPORT DATE:** December 5, 2018 **BY:** Lucy Thompson
 9. **DATE RECEIVED:** November 30, 2018 **60-DAY DEADLINE FOR ACTION:** January 29, 2019
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- A. **PURPOSE:** Modification of conditional use permit #17-211-599 to increase the number of shelter beds from 320 to 356.
- B. **PARCEL SIZE:** 43,560 sq. ft.
- C. **EXISTING LAND USE:** Overnight shelter
- D. **SURROUNDING LAND USE:**
 - North: Interstate 94
 - East: St. Joseph's Hospital, Saint Paul Opportunity Center (under construction)
 - South: Smith Avenue Transit Center, surface parking
 - West: Interstate 35E
- E. **ZONING CODE CITATION:** §65.157 defines "overnight shelter" and provides a specific condition for this use. §61.501 lists general conditions that must be met by all conditional uses.
- F. **PARKING:** There are no minimum parking requirements in the B5 Central Business-Service District.
- G. **HISTORY/DISCUSSION:** In August 2014, Dorothy Day LLC was granted a conditional use permit (#14-313-319) to establish a 278-bed overnight shelter at 411 Main Street (now 435 Dorothy Day Place). This facility replaced the 270 overnight shelter beds that were located at the now-demolished Dorothy Day Center and Dorothy Day Women's Shelter. In December 2017, Catholic Charities was granted a conditional use permit (#17-211-599) to increase the number of overnight shelter beds and mats at 435 Dorothy Day Place from 278 to 320.
- H. **DISTRICT COUNCIL RECOMMENDATION:** District 17, Capitol River Council, recommends approval with the conditions recommended by staff.
- I. **FINDINGS:**
 1. Catholic Charities of St. Paul and Minneapolis is requesting a modification of conditional use permit #17-211-599 at 435 Dorothy Day Place to expand the number of beds in the overnight shelter at Higher Ground Saint Paul from 320 to 356.
 2. The current 320-bed overnight shelter is located in a new 5-story building in downtown Saint Paul, Higher Ground Saint Paul. The additional 36 beds will be located in the same building.
 3. Catholic Charities intends to use the full 356-bed capacity starting in Winter 2019/2020. In the interim, over the 2018-2019 winter months, Catholic Charities intends to add 24 floor mats, for an interim capacity of 344 beds.
 4. § 65.157 lists one standard specific to the overnight shelter use: *The facility shall be six hundred (600) feet from any other of the following congregate living facilities with more than four (4) adult residents: overnight shelter, supportive housing facility, licenses correctional community residential facility, emergency housing facility, or shelter for battered persons.* This condition is met as nearby congregate living facilities are more than 600 feet from this facility, including the Ramsey County Juvenile Detention Center (1,070 feet) and Naomi Family Shelter (1,792 feet). The residential program at St. Joseph's Hospital is exempt as it is part of the hospital.

5. §61.501 lists five standards that all conditional uses must satisfy:

- (a) *The extent, location and intensity of the use will be in substantial compliance with the Saint Paul Comprehensive Plan and any applicable subarea plans which were approved by the city council.* This condition is met. The project complies with both the 2030 Saint Paul Comprehensive Plan and the Downtown Development Strategy. Policy 3.4 of the Housing Chapter of the Comprehensive Plan states: "Assist in the preservation and production of homeless and supportive housing." Strategy 4.3 of the Downtown Development Strategy states: "Provide a range of price options in new housing, from upper-end/luxury to single-room occupancy."
- (b) *The use will provide adequate ingress and egress to minimize traffic congestion in the public streets.* This condition is met. The use generates minimal automobile traffic. The addition of shelter beds within the facility will not change how the site functions in relationship to traffic generation, nor will it increase congestion on public streets.
- (c) *The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare.* This condition is met. The existing character of the immediate neighborhood is civic/institutional. The addition of 36 beds to the existing facility will improve the public health, safety and general welfare of Saint Paul's homeless population by providing indoor sleeping facilities.
- (d) *The use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.* This condition is met. This CUP is for the addition of overnight shelter beds within an existing facility, and will not impede the future development of surrounding property.
- (e) *The use shall, in all other respects, conform to the applicable regulations of the district in which it is located.* This condition is met. This CUP is for the addition of overnight shelter beds in an existing facility, which was granted CUPs in August 2014 and December 2017.

J. **STAFF RECOMMENDATION:** Based on the above findings, staff recommends approval of the modification of conditional use permit #17-211-599 to increase the number of shelter beds from 320 to 356, subject to the following conditions:

1. Final plans approved by the Zoning Administrator for this use are in substantial compliance with the plan submitted and approved as part of this application.
2. The Department of Safety and Inspections approves the increase in occupant load per Sections 1004.1, 1004.2, 1004.3, 1300.0220, 1300.0110 of the 2015 Minnesota State Building Code.



CONDITIONAL USE PERMIT APPLICATION
 Department of Planning and Economic Development
 Zoning Section
 1400 City Hall Annex
 25 West Fourth Street
 Saint Paul, MN 55102-1634
 (651) 266-6589

Zoning Office Use Only
 File #: 18-127225
 Fee: 1050
 Tentative Hearing Date:
12-20-18

PD = 17

06282222 0100

APPLICANT

Name Catholic Charities of St. Paul and Minneapolis Email richard.johnson@cctwincities.org
 Address 1200 Second Ave. S.
 City Minneapolis State MN Zip 55406 Daytime Phone 612-204-8500
 Name of Owner (if different) _____
 Contact Person (if different) Richard Johnson Phone 612-204-8376

PROPERTY LOCATION

Address/Location 435 Dorothy Day Place (formerly Main Street)
 Legal Description Plat: Cic No 815 Dorothy Day Condo/Legal Desc.: Unit 1
 Current Zoning B-5
 (attach additional sheet if necessary)

TYPE OF PERMIT: Application is hereby made for a Conditional Use Permit under provisions of Chapter 66, Section 66.421, Paragraph _____, of the Zoning Code.

SUPPORTING INFORMATION: Explain how the use will meet all of the applicable standards and conditions. If you are requesting modification of any special conditions or standards for a conditional use, explain why the modification is needed and how it meets the requirements for modification of special conditions in Section 61.502 of the Zoning Code. Attach additional sheets if necessary.

Please see attached

CK 7728
 1050⁰⁰
 11-29-18

Required Site Plan is attached

Applicant's Signature *Richard Johnson* Date 11-29-18 City Agent add 11/29/18

Attachment to Conditional Use Permit Application for 435 Dorothy Day Place (formerly Main Street)

Supporting Information

A 320-bed overnight shelter is located in a new 5-story building constructed at 435 Dorothy Day Place (formerly Main Street). This use replaced the 270 shelter beds previously located across the street at the Dorothy Day Center and Dorothy Day Women's shelter. The shelter is on the first two floors of the Higher Ground St. Paul. The top three floors contain 193 SRO units.

The current conditional use permit for the overnight shelter allows for 320 shelter beds. As a result of increased need, we are requesting that the maximum capacity be increased to 356 beds. If approved, the 356 capacity has the possibility of being used winter 2019/2020 and beyond, contingent upon funding.

In the interim, over the winter months, we are seeking approval for the option to accommodate an additional 24 clients using floor mats (an interim capacity of 344) contingent on input from the RUSH/Outside-In Collaborative.

Please see the attached plans prepared by Cermak Rhoades Architects, which show the current maximum occupancy, proposed winter 2018/19 occupancy, and future maximum occupancy for the men's and women's shelters and the pay-for-stay shelter space.

The extent, location and intensity of the use will be in substantial compliance with the Saint Paul Comprehensive Plan and any applicable subarea plans which were approved by the city council.

The use is fully in compliance with the Comprehensive Plan and the Downtown Development Strategy as follows:

- The use is part of a building that meets all of the St. Paul City-wide general design standards (Objective 3.1, page 32).
- Visual art that establishes the building as a unique place has been commissioned and installed as part of a collaboration with artists interested in housing. Integral to the building in the shelter lobby, these features will be maintained by Catholic Charities (Objectives 3.15 and 3.16, page 35).
- The use maintains affordable housing options at the lowest price range, in accordance with the Downtown Development Strategy, 4.3, page 10.
- The use has allowed expansion of the downtown district heating and cooling system per Downtown Development Strategy 4.29, page 14.
- With the involvement of the Design Center and a consultant, site and landscaping plans have improved the streetscape of Main Street, which has substantial pedestrian and bicycle activity. (Downtown Development Strategy 6.21, page 25 and 6.36 page 26).

The use will provide adequate ingress and egress to minimize traffic congestion in the public streets

- The use generates minimal car traffic, shifted from across Main Street. Traffic levels on the public streets have been substantially reduced due to the demolition of the existing office building.

The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare.

- Changing the location improves the existing character of the immediate neighborhood by removing pedestrian and bicycle congestion from Old Sixth Street and providing a carefully designed courtyard to accommodate resident entry away from the public street. The public health, safety and general welfare is substantially improved by this separation of pedestrians and cars and the opportunity for increased security created by the site plan.

The use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.

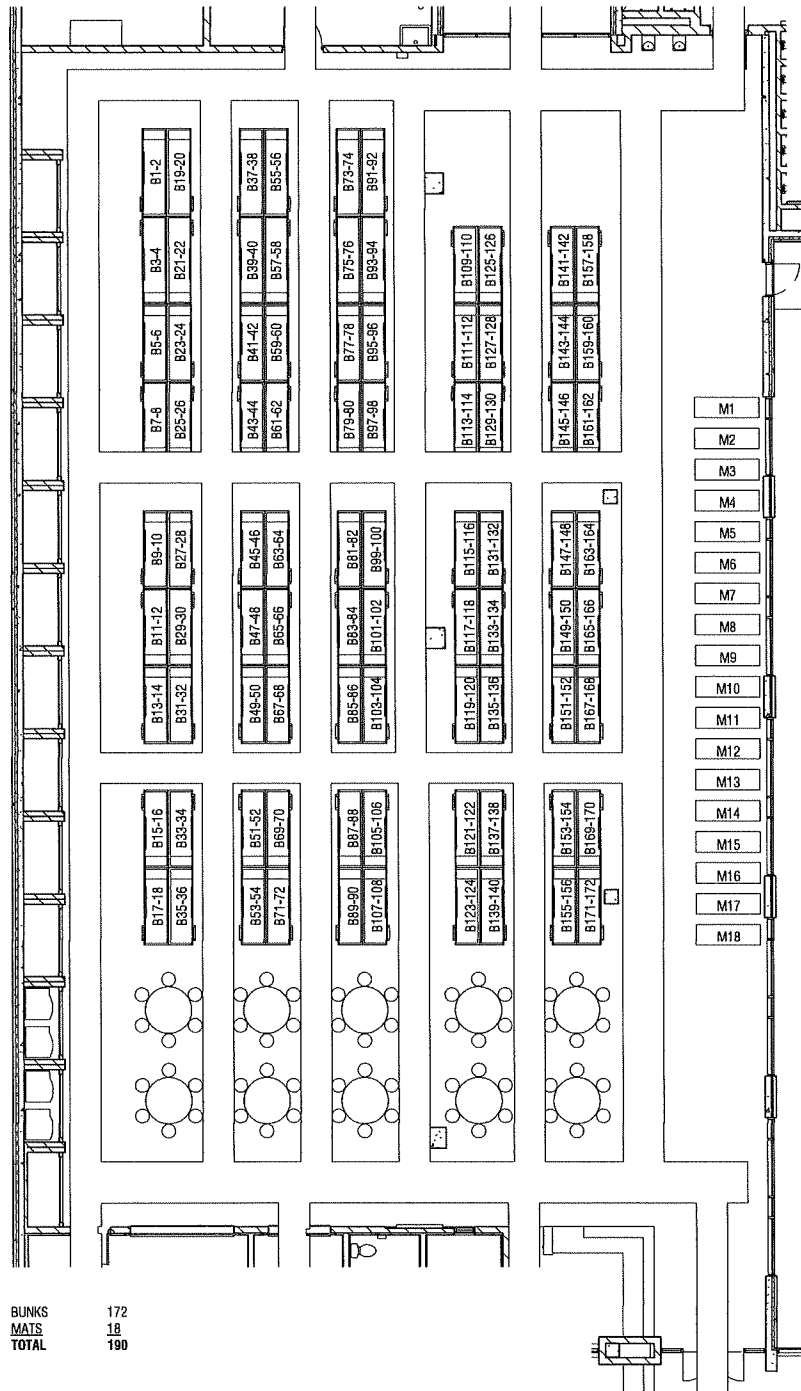
- The new building has already had a strong positive impact on the surrounding properties, creating a well-designed, appropriately scaled development, complementing the major institutional uses nearby (Xcel Center, St. Joseph's Hospital) and visually strengthening this important entry to downtown. The development has meet the City's design standards and benefited from collaboration with the Design Center.

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

- Overnight shelter is a conditional use in the B-5 District. The SRO housing is a permitted rooming house use in the B-5 District.

- The additional condition for an overnight shelter in Section 65.157 is that it must be located a minimum distance from any other Congregate Living Facility.

The use meets this requirement. Nearby Congregate Living Facilities are more than 600 feet distant (Ramsey County Juvenile Detention Center at 25 West 7th Street is 1,070 feet away and Naomi Family Shelter is 1,792 feet away). The residential program at St. Joseph's Hospital is exempt as a community residential facility because it is located on hospital grounds.



BUNKS 172
 MATS 18
 TOTAL 190

1

MEN'S SHELTER - CURRENT MAXIMUM

3/32" = 1'-0"

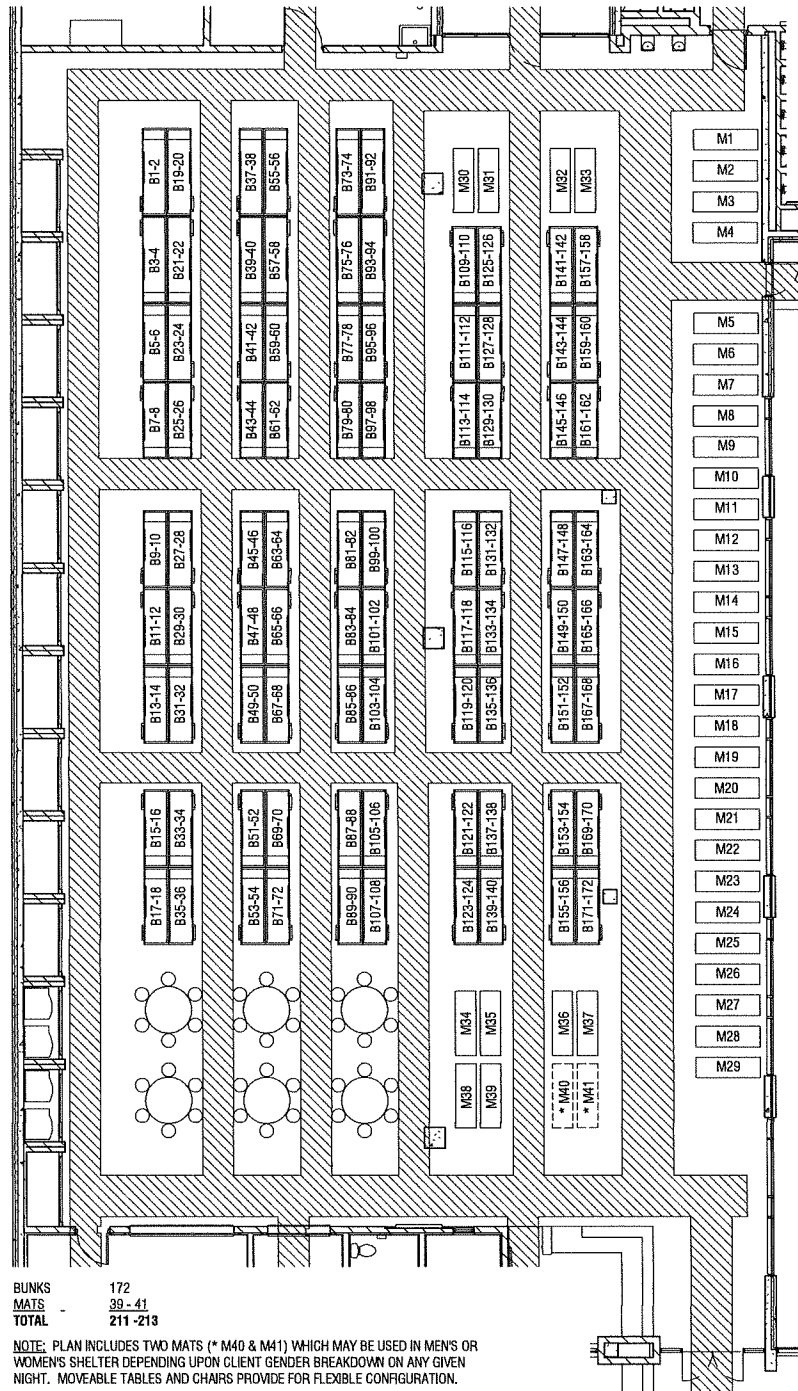


HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/2018

CERMAK RHOADES ARCHITECTS



BUNKS 172
 MATS 39 - 41
 TOTAL 211 - 213

NOTE: PLAN INCLUDES TWO MATS (* M40 & M41) WHICH MAY BE USED IN MENS OR WOMENS SHELTER DEPENDING UPON CLIENT GENDER BREAKDOWN ON ANY GIVEN NIGHT. MOVEABLE TABLES AND CHAIRS PROVIDE FOR FLEXIBLE CONFIGURATION.

1 MEN'S SHELTER - WINTER 2019
 3/32" = 1'-0"

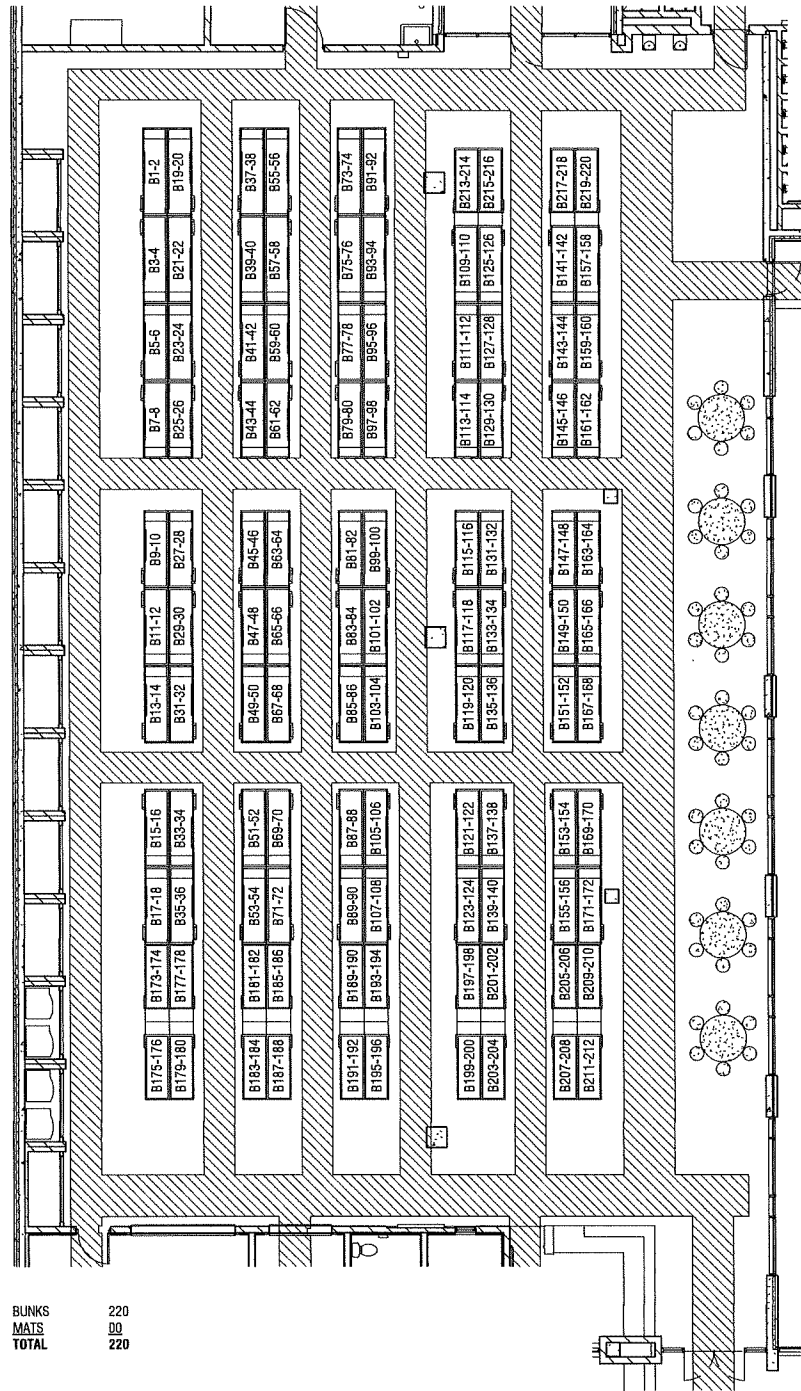


HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/18

CERMAK RHOADES ARCHITECTS



BUNKS	220
MATS	00
TOTAL	220

1 MEN'S SHELTER - FUTURE MAXIMUM
3/32" = 1'-0"

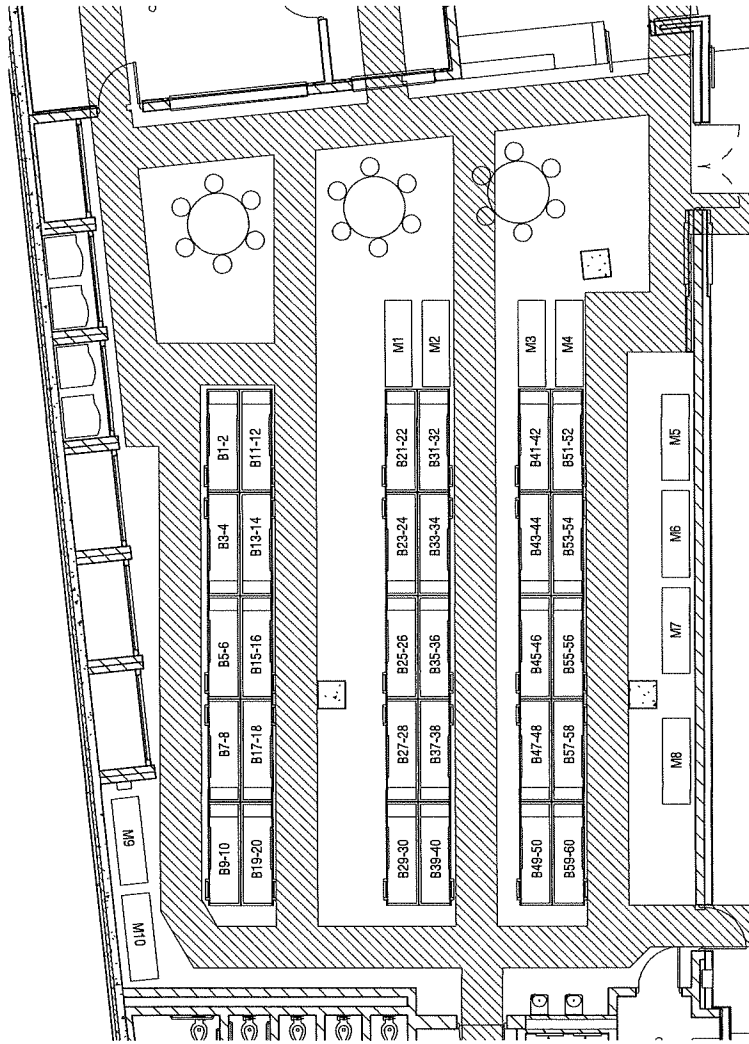


HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/2018

CERMAK RHOADES ARCHITECTS



BUNKS 60
 MATS 10
 TOTAL 70

1 WOMEN'S SHELTER - CURRENT MAXIMUM
 1/8" = 1'-0"

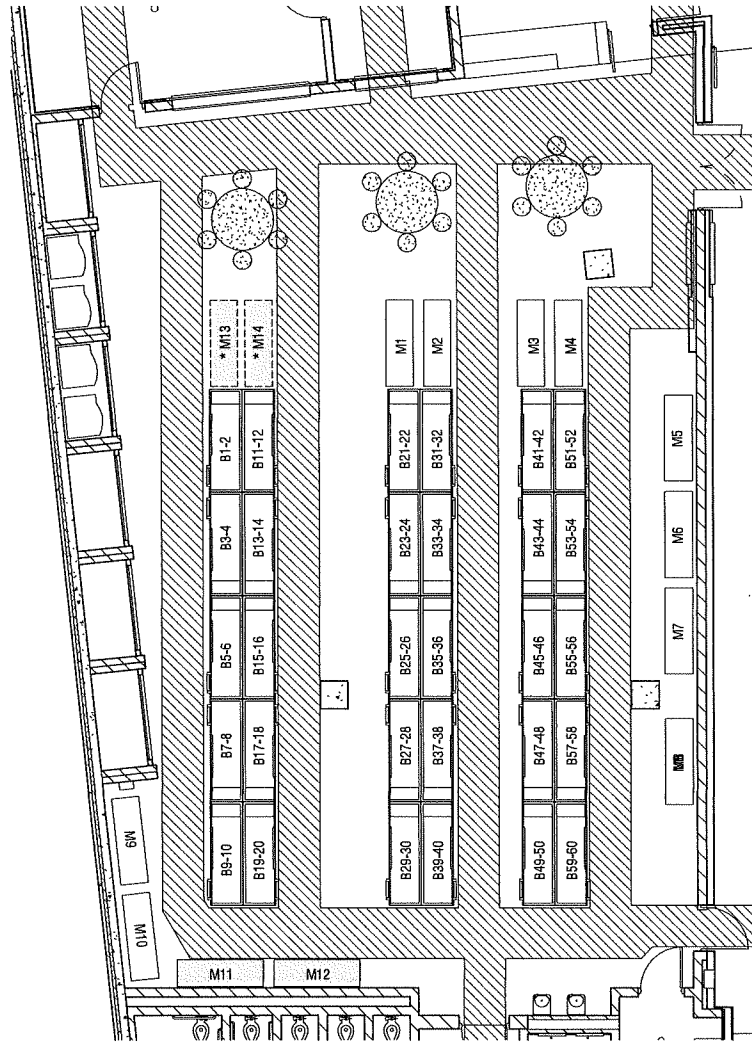


HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/2018

CERMAK RHOADES ARCHITECTS



BUNKS 60
 MATS 12 - 14
 TOTAL 72 - 74

NOTE: PLAN INCLUDES TWO MATS (* M13 & M14) WHICH MAY BE USED IN MENS OR WOMENS SHELTER DEPENDING UPON CLIENT GENDER BREAKDOWN ON ANY GIVEN NIGHT. MOVEABLE TABLES AND CHAIRS PROVIDE FOR FLEXIBLE CONFIGURATION.

1 WOMEN'S SHELTER - WINTER 2019
 1/8" = 1'-0"

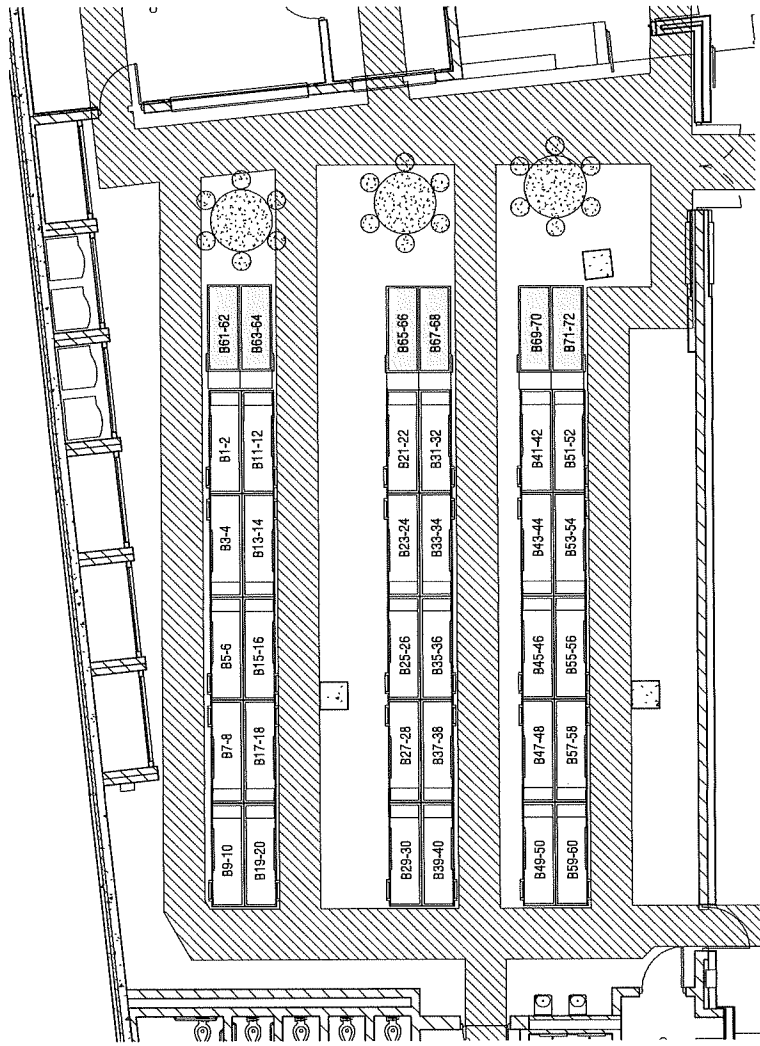


HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/2018

CERMAK RHOADES ARCHITECTS



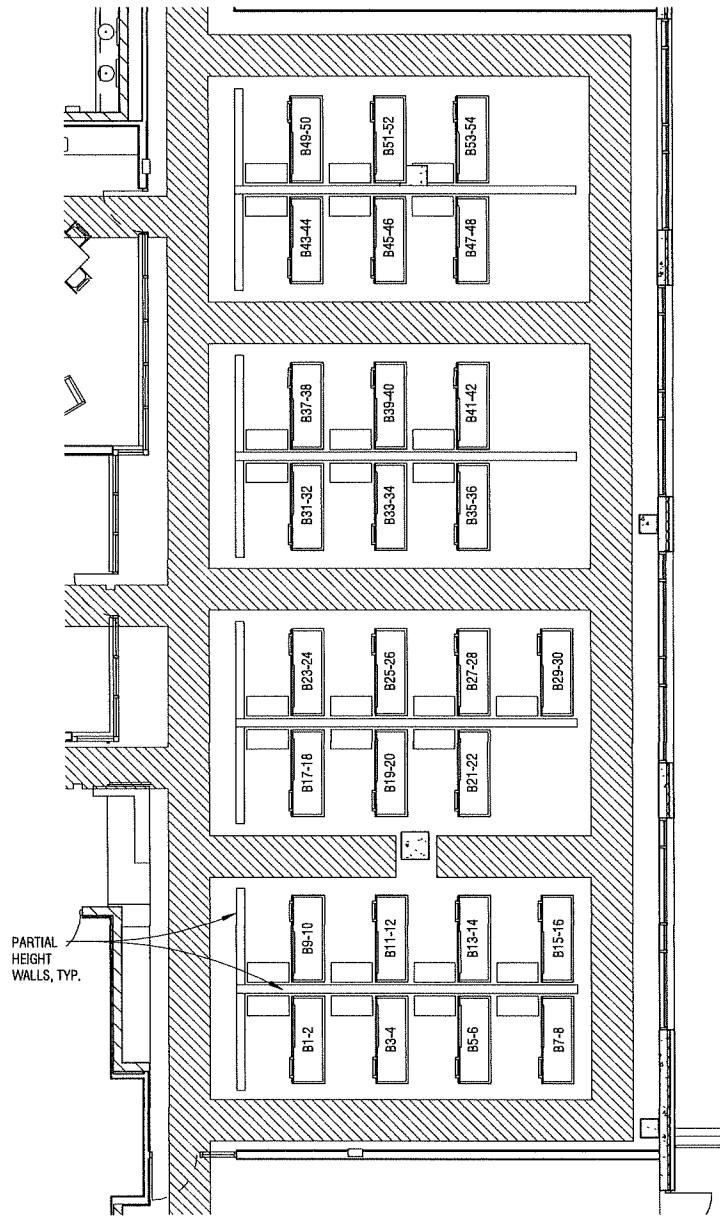
BUNKS	72
MATS	0
TOTAL	72

1 WOMEN'S SHELTER - FUTURE MAXIMUM
1/8" = 1'-0"



HIGHER GROUND ST. PAUL
CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS
11/29/2018

CERMAK RHOADES ARCHITECTS

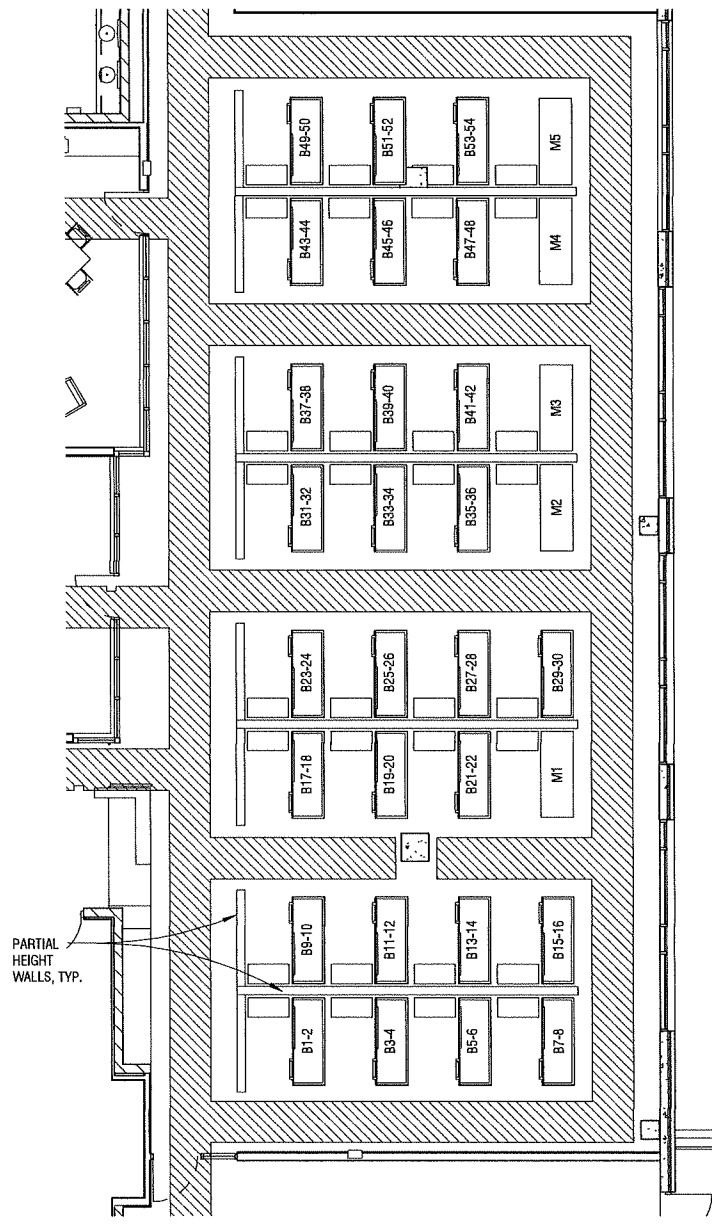


BUNKS	54
MATS	0
TOTAL	54 (approved for 60)

1 PAY FOR STAY - CURRENT MAXIMUM
 1/8" = 1'-0"

 HIGHER GROUND ST. PAUL
 CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS
 11/28/2018

CERMAK RHOADES ARCHITECTS



BUNKS	54
MATS	5
TOTAL	59 (approved for 60)

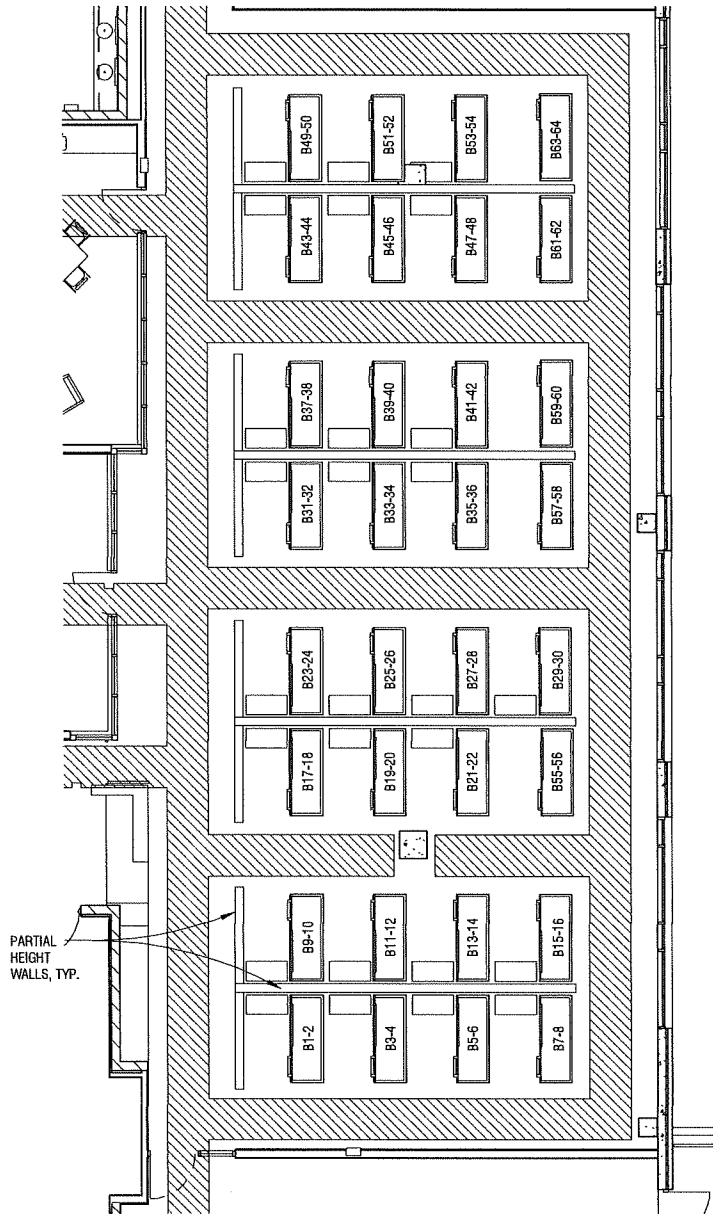
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PAY FOR STAY - WINTER 2019
1/8" = 1'-0"



HIGHER GROUND ST. PAUL
CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS
11/26/18

CERMAK RHOADES ARCHITECTS



PARTIAL
HEIGHT
WALLS, TYP.

BUNKS	64
MATS	0
TOTAL	64

1 PAY FOR STAY - FUTURE MAXIMUM
1/8" = 1'-0"



HIGHER GROUND ST. PAUL

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS

11/29/2018

CERMAK RHOADES ARCHITECTS

435 DOROTHY DAY PLACE



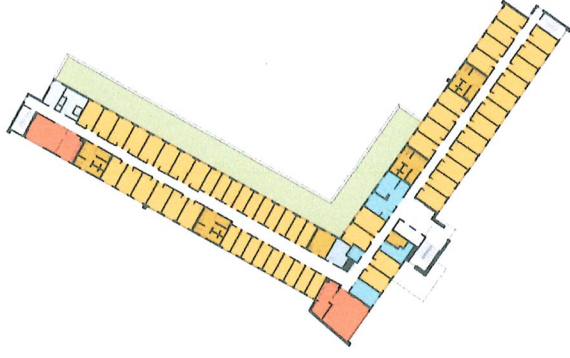
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- MEN'S OVERNIGHT SHELTER
- WOMEN'S OVERNIGHT SHELTER
- LATE-STAGE ALCOHOLIC HOUSING
- SHARED RESIDENT SPACE
- SUPPORT OFFICES AND STAFF SPACE



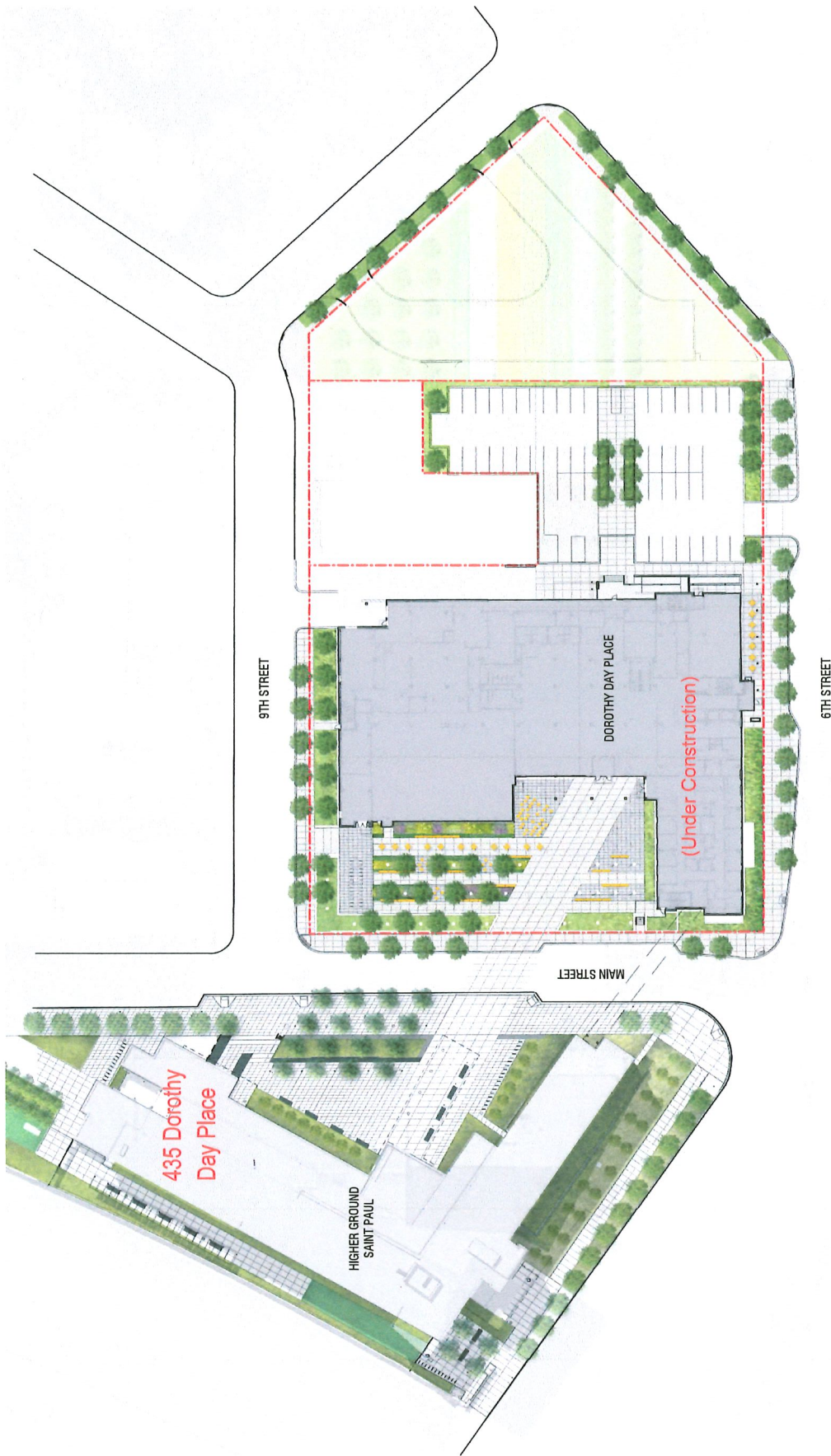
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- MEN'S PAY FOR STAY SHELTER
- MEDICAL RESPITE HOUSING
- SHARED RESIDENT SPACE
- SUPPORT OFFICES AND STAFF SPACE



3-5

- SRO AND POD HOUSING
 - SHARED RESIDENT SPACE
 - SUPPORT OFFICES AND STAFF SPACE
- 0'
 50'
 100'



DOROTHY DAY PLACE - SITE PLAN

CATHOLIC CHARITIES OF ST. PAUL & MINNEAPOLIS
06/09/16



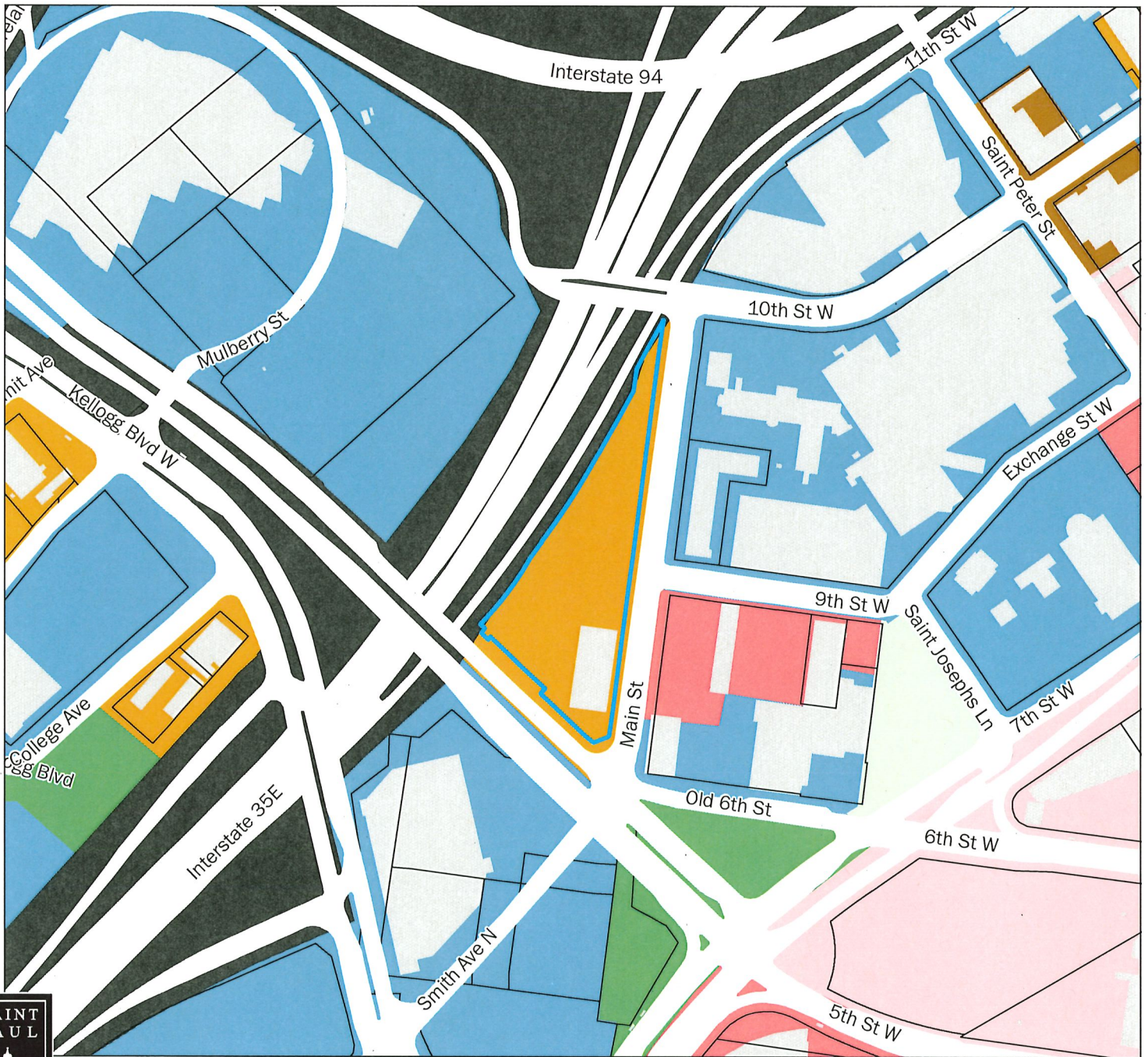
FILE #18-127225 | AERIAL MAP
Application of Dorothy Day Center

Application Type: Modification of CUP
 Application Date: November 29, 2018
 Planning District: 17

Subject Parcel Outlined in Blue

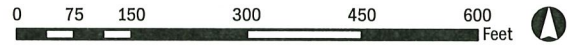


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FILE #18-127225 | LAND USE MAP
Application of Dorothy Day Center

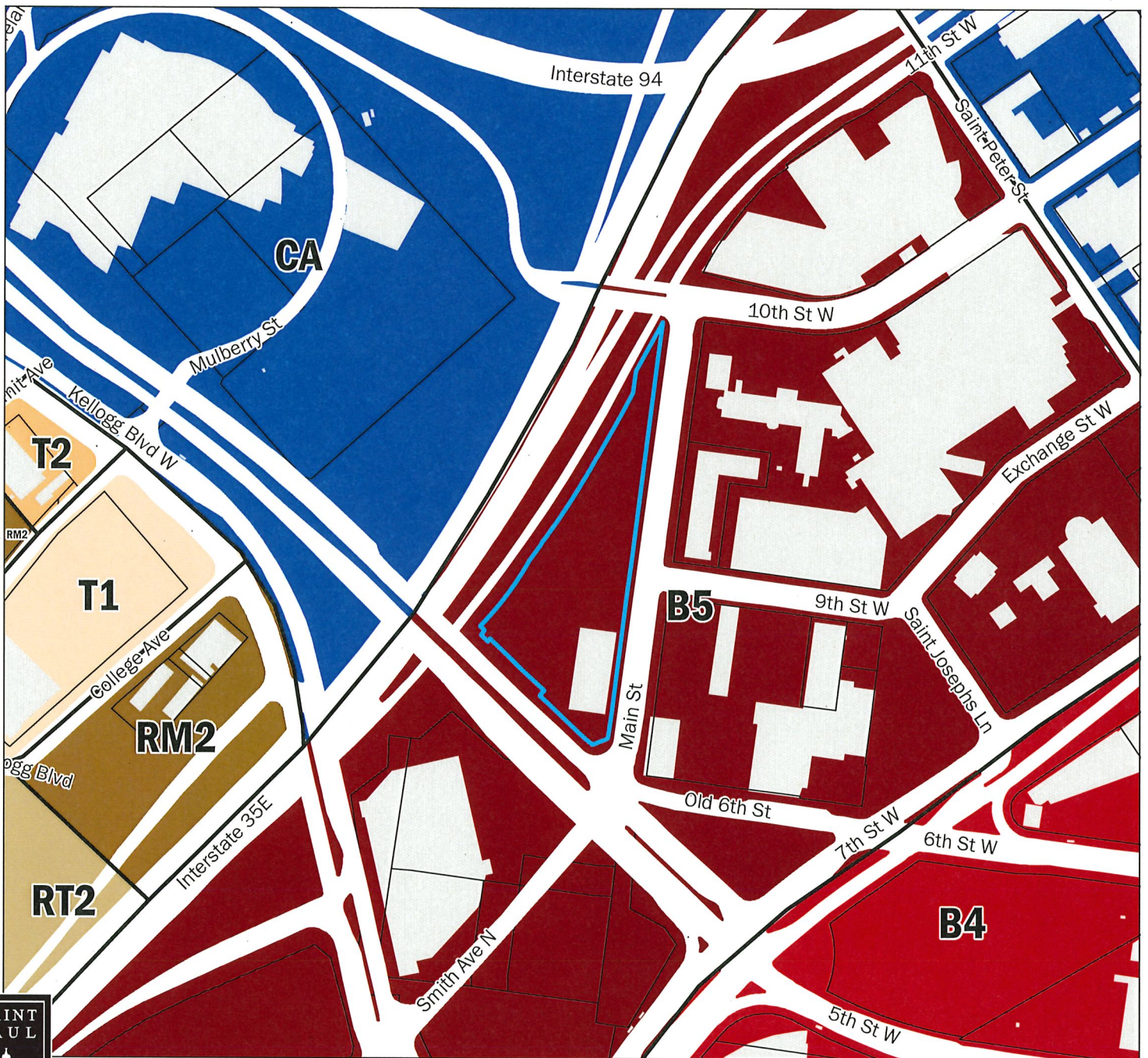
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Subject Parcel Outlined in Blue

- | | | | |
|---------------------------|--------------------------------|--------------------------------|--------------|
| Farmstead | Office | Extractive | Airport |
| Seasonal/Vacation | Retail and Other Commercial | Institutional | Agricultural |
| Single Family Detached | Mixed Use Residential | Park, Recreational or Preserve | Undeveloped |
| Manufactured Housing Park | Mixed Use Industrial | Golf Course | Water |
| Single Family Attached | Mixed Use Commercial and Other | Major Highway | |
| Multifamily | Industrial and Utility | Railway | |



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Application of Dorothy Day Center

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Subject Parcel Outlined in Blue

RL One-Family Large Lot	RM3 Multiple-Family	BC Community Business (converted)	I3 Restricted Industrial
R1 One-Family	T1 Traditional Neighborhood	B2 Community Business	F1 River Residential
R2 One-Family	T2 Traditional Neighborhood	B3 General Business	F2 Residential Low
R3 One-Family	T3 Traditional Neighborhood	B4 Central Business	F3 Residential Mid
R4 One-Family	T3M T3 with Master Plan	B5 Central Business Service	F4 Residential High
RT1 Two-Family	T4 Traditional Neighborhood	IT Transitional Industrial	F5 Business
RT2 Townhouse	T4M T4 with Master Plan	ITM IT with Master Plan	F6 Gateway
RM1 Multiple-Family	OS Office-Service	I1 Light Industrial	VP Vehicular Parking
RM2 Multiple-Family	B1 Local Business	I2 General Industrial	PD Planned Development
			CA Capitol Area Jurisdiction