



COUNCIL WORK SESSION

Tuesday, December 2, 2014

6:15p.m.

Coon Rapids City Center

Conference Room 1

Call to Order

Pursuant to Minnesota Statute 13D.04, subd. 2, the City Council will meet in work session to discuss the following:

1. Salvation Army Facility

Other Business

Adjourn



City Council Work Session

1.

Meeting Date: 12/02/2014

Subject: Salvation Army Facility

From: Scott Harlicker, Planner

INTRODUCTION

Council is asked to provide comment on a proposal by the Salvation Army to build a multi-purpose facility on the vacant land at Coon Rapids Boulevard and Coon Rapids Boulevard Extension.

DISCUSSION

The Salvation Army is interested in building a facility on the site with the following functions:

- 60,000 SF processing facility where donated items will be sorted and distributed
- 20,000 SF of commons and office space.
- 20,000 SF of residential (located above the commons/office space) to serve 120 men recovering from drug and alcohol addiction. Part of the treatment program includes working in the processing facility.
- 7,000 SF chapel

A project narrative from the Salvation Army is attached. Vehicle traffic will be limited to Salvation Army staff. 1-2 semi trucks and 15 box truck trips per day are expected. No retail sales will be conducted although the project will likely include a drop-off donation function. A minimum six month stayed is required of the residents. While living at the facility, residents must participate in work therapy and follow strict policies regarding conduct and routine drug testing.

The site is zoned Industrial and located within the River Rapids Overlay District. Warehousing and residential uses are not allowed in the Industrial district where the River Rapids Overlay District applies. Due to the mix of uses associated with the proposal, the various uses might be accommodated using Use Flexibility provisions of the overlay district. Council may want to consider if the mix of the proposed uses is appropriate for the site, the project's compatibility with uses existing in or planned for the surrounding area, the impact on traffic patterns, and the overall project alignment with City goals for Coon Rapids Boulevard.

October 21st Workshop

At the October 21 workshop the Council heard a short presentation from the representatives of the Salvation Army. After listening to the presentation, the Council questioned how the proposed development would fit with the future development of PORT Riverwalk, how is the housing component of the project different from a "sober house" and how do the proposed uses compare with other industrial uses allowed on this site. The applicant has submitted a narrative in which they address the Council's comments regarding PORT Riverwalk and sober houses. Also attached is a list of allowed uses for this site.

The concept plan has been slightly modified. The square footage of each component has not changed. However, the chapel is now in the center of the facility with the housing/office area on the north end and the warehousing on the south end. The new configuration creates a nice break in the facade that faces Coon Rapids Boulevard. Also attached are photos of two other Salvation Army facilities.

RECOMMENDATION

Council comment and direction is requested. Representatives from the Salvation Army will be at the workshop.

Attachments

Location Map

Project Narrative

Concept Plan and Building Elevations

Applicant's Narrative

Industrial Uses Allowed on This Site

Location Map



October 14, 2014

City of Coon Rapids
Attn: Marc Nevinski, Community Development Director
11155 Robinson Drive
Coon Rapids, MN 55433-3761

**Re: The Salvation Army ARC
Coon Rapids Boulevard Extension Land
Preliminary Concept Review**

Mr. Nevinski,

This letter serves as an introduction and overview of The Salvation Army Adult Rehabilitation Centers (ARC), the history of the program and its proposed plans for the development of the properties at Coon Rapids Boulevard Extension and Vale Street in Coon Rapids.

Introduction to The Salvation Army

The Salvation Army is an international religious organization with origins dating to the 1850's in London, England. The Salvation Army's presence in the United States dates to 1880, and today The Salvation Army has four U.S. Territories (Central, Eastern, Southern and Western) in the United States that supervise 7,821 units of operation; this includes 119 Adult Rehabilitation Centers throughout the country.

The local ARC has operated in the "North Loop" of Minneapolis at 900 N 4th Street since 1964. Prior to this date, the program operated out of what is now the Nicollet Island Inn at 95 Merriam Street for approximately 50 years. Over these years, The Salvation Army has viewed its presence as part of the local and regional service infrastructure of the metropolitan area.

Due to deteriorating structural conditions and functional obsolescence of many aspects of The ARC's current facility, the replacement and move to Coon Rapids is proposed. In addition to evaluating the option of redevelopment and reuse of the existing ARC site, a search for a replacement facility has been underway for approximately 5 years. Site and building condition, size, layout and location are but several of the factors that have been part of this relocation evaluation process. The property under consideration in Coon Rapids has adequate land area and access to accommodate the differing uses required for the program.

About the ARC

The Salvation Army's Adult Rehabilitation Centers provide spiritual, social and emotional assistance for men and women who have lost the ability to cope with their problems and provide for themselves. Each center offers a day-to-day work therapy environment for its beneficiaries, group and individual therapy and residential housing, all in a clean, wholesome environment. The physical and spiritual care that program participants receive prepares participants to re-enter society and return to gainful employment.

Every potential participant undergoes a comprehensive intake interview to ensure the ARC program is the best possible match for their needs. If the interview process determines it's not, The Salvation Army makes every effort to refer individuals to a program that will fit their needs.

A long-term commitment of at least six months is required so patterns of poor decision-making can be broken and replaced with positive life choices – changes that will help participants become productive citizens of their community.

The size and scope of the ARC vary based on location, and are generally programmed to accommodate the ongoing operational and service needs of the region served.

Generally, the local ARC operation consists of the following minimum program elements:

| PROGRAM SUMMARY | |
|--|--------------------------|
| Warehouse/Processing Center (minimum) | 60,000 + sq. ft. |
| Administrative and Support Functions (classrooms, dining etc.) | 20,000 + sq. ft. |
| Residential Housing (approximately 120 residents) | 20,000 + sq. ft. |
| Chapel | <u>7,000 +/- sq. ft.</u> |
| TOTAL (approximate) | 107,000 sq ft |

Land Use and Zoning Compatibility

The property is currently located within the River Rapids Overlay District, which allows a wide range of uses. The site consists of a total of approximately 5.1 acres of land.

As described in the above program summary, a principal element of the ARC operation is its processing facility operation. The Salvation Army receives donated “clean” goods (clothing, furniture and miscellaneous household items) from donors throughout the Twin Cities area. These goods are commonly donated at Family Stores or through the neighborhood pick-up program operated by The Salvation Army (1-800-SA-TRUCK). These goods are transported to the ARC facility through The Salvation Army’s fleet of trucks, processed, sorted, repackaged, shopped and re-stocked at Family Store locations. Goods that are damaged or not marketable will be recycled or sold in bulk. The Salvation Army does not take donations of paints, solvents or other potentially hazardous materials or goods in its processing operation. The plans for development on this 5.1acre site for an approximately 107,000 square foot facility will provide sufficient warehouse and processing space as The Salvation Army’s processing center operational needs grow in the future.

The warehousing, administrative, support functions and chapel operations are compatible with the current zoning of the surrounding uses. The Family Store, which is commonly incorporated into the site development, is not proposed for the subject property. However, a donation center drop-off area will be incorporated into the site plan.

The residential component functions as supportive housing for up to 120 individual men who participate in the ARC program, which is based in religion and is not licensed or regulated by any governmental agency. While residing on the premises, the participants are required to be involved with work therapy on the premises or at a local Family Story location and adhere to strict policies concerning conduct, including routine testing for drug and alcohol use. Participants who do not adhere to the policies of the ARC are referred to other service providers

in the Twin Cities metropolitan area. The housing units are a congregate-style living arrangement, with 4-8 individuals per room, with common area restrooms, shower rooms and recreational space. There is a resident manager on site 24 hours per day to manage the day-to-day functions of the residential operation. The intent is an integrated “live-work” campus, which allows participants convenient access to their daily work therapy location on campus as well as dining, recreation, worship and other services integral to their successful participation in the program. Of the 119 ARC facilities currently operating throughout the United States, all currently function in this integrated “live-work” campus setting.

Development Plan for Coon Rapids Boulevard Extension Land

The subject property has been vacant land for several years and has been under-utilized as compared to neighboring properties. The Salvation Army’s plan for development would substantially improve and engage this property with the neighboring uses and overall character of the Coon Rapids Boulevard area. The daily workforce that would be employed at the site would include up to 50-80 professional, administrative and program support staff, and up to 120 beneficiaries working full time.

The residential, administrative and support functions will be on the northwest side of the site and will include design elements to help them fit in with the other new developments in the area. In addition, this two-story building area will match the City’s intent for “two-story expression” in the River Rapids Overlay District and enhance the character of the district. The processing building will be located on the southeast side of the site, facing the industrial and storage uses to the southeast. It should be noted at this time that the concept plan is preliminary and subject to revision based on further design development by The Salvation Army.

While participants’ daily needs are accommodated on the campus, the participants are not detained in the facility and are free to come and go during certain times of the day and week to maintain a routine and connections to the community.

Summary of Land Use and Zoning Review

The Salvation Army is seeking approval of the City of Coon Rapids to advance the proposed development of the property. As described above, the project is compatible with city of Coon Rapids’ land use policies, and the River Rapids Overlay District allows for incorporation of the different uses. Key elements of the land use and zoning plan are as follows:

- The industrial warehouse portion of the building (60,000 approximate sq. ft.) would provide industrial use and employment consistent with the current industrial zoning of the site.
- The site will be enhanced with approximately 107,000 square feet of total new construction that would be functionally and aesthetically compatible with the land use context of the area; Building architecture, landscape and site improvements would enhance the overall aesthetic and set a tone for continued revitalization of the area.
- The residential use will be integrated on the western and northern portion of the site and will be architecturally designed to be aesthetically pleasing to the traffic along Coon Rapids Boulevard.

- The total site area of 5.1 approximate acres provides sufficient building layout, parking, truck circulation and access, storm water management and setback areas to accommodate the use without need for building or setback variances.

The Salvation Army is eager to advance this proposal through the City of Coon Rapids' planning and zoning review process and proceed with this important development for the ARC operation. Please feel free to contact Major Graham Allan at (847) 294-2000 with any questions regarding this application. For more information about the local ARC operation, please contact Major Gerald O'Neil at (612) 332-5855.

Sincerely,

Major Graham Allan
The Salvation Army

Major Gerald O'Neil
The Salvation Army

Enclosures

The Salvation Army ARC

PLAN



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Commercial Real Estate Group

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The Salvation Army ARC

VIEW EAST



COON RAPIDS

11/13/2014



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VIEW NORTH



The Salvation Army ARC

VIEW WEST



COON RAPIDS

11/13/2014

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VIEW SOUTH



COON RAPIDS

11/13/2014



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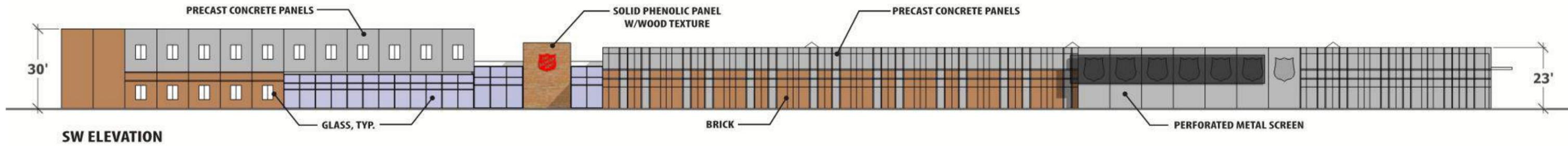
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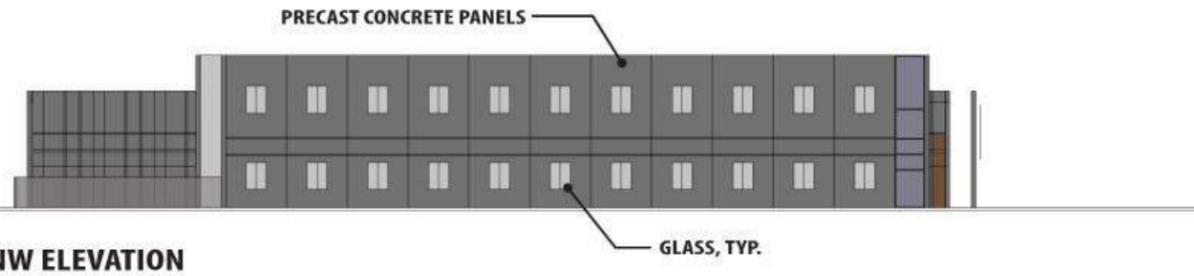
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The Salvation Army ARC

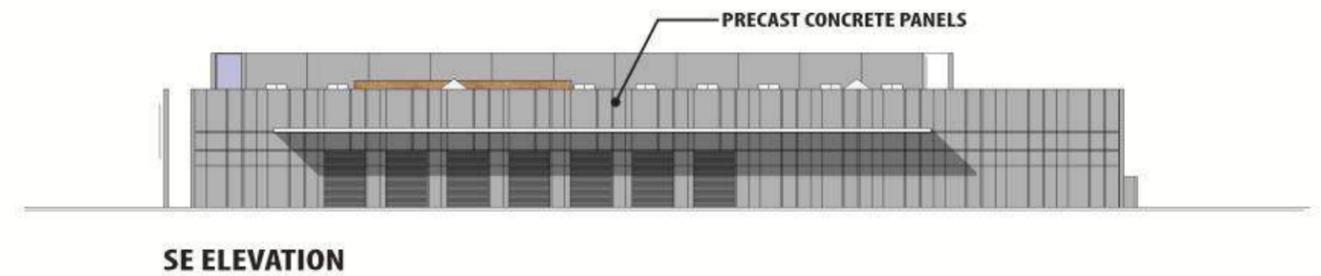
ELEVATION



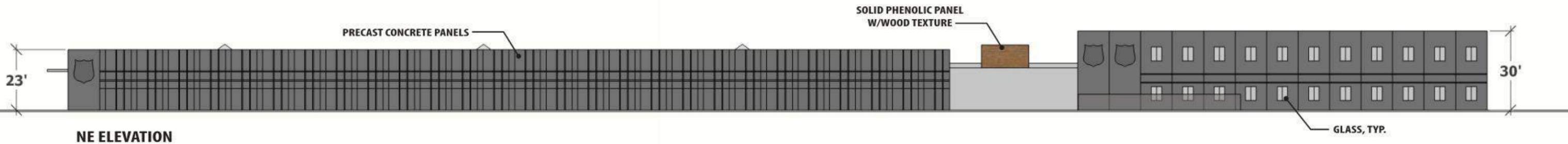
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NW ELEVATION



SE ELEVATION



NE ELEVATION



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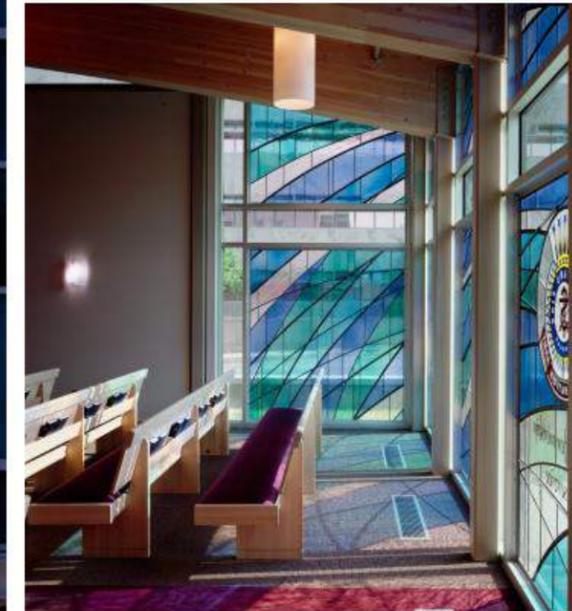
The Salvation Army ARC

Adult Rehabilitation Center - Kansas City



The Salvation Army ARC

Adult Rehabilitation Center - Omaha



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Salvation Army Adult Rehabilitation Center Consistent with Master Plans

The Salvation Army recognizes and respects the vision the City of Coon Rapids has for the future of the Coon Rapids Boulevard Corridor and for the community as a whole.

We understand the strategic and long range nature of implementing a revitalization plan as well as the challenges associated with trying to leverage public sector actions with an eye toward catalyzing private sector investment. We firmly believe the proposed Salvation Army Adult Rehabilitation Center will have significant positive impacts on the area which will support the goals of the Port Riverwalk Master Plan.

The Port Riverwalk Master Plan outlines a strategy to create a mixed use town center through targeted investments made in active transportation infrastructure and the implementation of design standards to ensure future development is attractive and consistent with the vision. Upon reviewing the Port Riverwalk Master Plan, several common themes emerged which make the proposed Salvation Army Adult Treatment Center consistent with the vision for the corridor.

- The overall goal of the Port Riverwalk Master Plan is to position the corridor for revitalization by encouraging attractive development and high quality landscaping through the highly travelled corridors of the community.
 - The Salvation Army facility will be attractive and will follow the design guidelines outlined in the River Rapids Overlay District.
 - The landscape plan will pay special attention to the north side of the site with an eye towards complimenting the natural beauty of the Clay Hole and Al Flynn Pond.
 - This landscaping will also offer an attractive view to users of the recreation trail which runs along Coon Rapids Boulevard Extension NW.
 - The site will be oriented to place the loading dock on the south side of the building. This will limit the extent to which it can be seen by east-bound traffic on Coon Rapids Boulevard.
 - In addition to building orientation, the loading docks will be further screened from Coon Rapids Boulevard by an architectural wall.
 - The facility will require significantly less parking than the maximum permitted in the Industrial Zoning District and all parking will be landscaped.
- An additional objective suggested by the Port Riverwalk Master Plan is to establish the corridor as a place where people feel comfortable, by creating bicycle and pedestrian trails while strengthening other open space assets throughout the corridor.
 - The site is in close proximity to the recreation trail along the north side of Coon Rapids Boulevard Extension NW
 - The project and its site will be designed to ensure this view is attractive and welcoming to all users of Coon Rapids Boulevard Extension NW and the recreation trail.
 - The site will include sidewalks and recreation areas for patrons of the facility.

- The Port Riverwalk Master Plan also suggests that developments be designed to minimize off-site impacts.
 - The site is a natural plateau above the Coon Rapids Boulevard Roadway. In addition to this natural screening, the site is located on a dead-end street and is bound by a railroad on the east and by an industrial use on the south.
 - Site lighting will be designed and oriented to avoid light encroachment onto adjacent properties and the night sky.
 - Storm water runoff will, to the extent practical, be handled on site using best-management practices.

The proposed Salvation Army facility is being designed specifically with the purpose and intent of the Port Riverwalk Plan in mind. The development plan will demonstrate the attractive architectural design of the facility, the extensive landscape design, and thoughtful site layout.

Salvation Army Adult Rehabilitation Center
Differences From a “Sober House”

SOBER HOUSE:

A sober house (Halfway house) is identified as an alcohol and drug free living environment for people in recovery. An effective sober house will provide an environment that is essential to the recovery of an alcoholic or addict. Typically a sober house follows a 12-step philosophy, and provides 12-step meetings, submits to random drug and alcohol screening, and adheres to a strict curfew (all on site). One residing within a sober home is typically required to be employed, going to school or volunteering in the community. Many residents are also involved in ongoing treatment such as an Intensive Outpatient Program, or a support group. Sober houses typically have a list of rules and expectations to be followed, and consequences are discussed should one decide to not follow the rules/expectations. One about to enter a sober house should be made aware of the rules/expectations ahead of signing an agreement.

Sober houses are typically staffed with folks that have been through treatment themselves, and have demonstrated some success with recovery. However, they are typically not employed staff. Instead they may get a reduction in what they pay for rent as compensation for the services offered. Supervision of the tenants is restricted to when the site "supervisor" is present and/or available. Unfortunately, it can be an option to overlook transgressions when a house census is low. The same can be true if the sobriety is in question of the supervisor as well. Therefore, a sober house is as safe or successful as the person overseeing the welfare of the house.

THE SALVATION ARMY REHABILITATION PROGRAM:

The Salvation Army Rehabilitation Program is identified as an alcohol and drug free living environment for people in recovery, who are seeking to develop life skills that will allow them to return to community life, able to thrive in a sober environment for a sustained period of time. The focus of this program is to address employment, clean/sober living, personal/social issues, and spirituality/Christian needs in a way that optimizes ones chances of long term recovery.

The average length of stay in the rehabilitation program is minimally 6 months, and one can stay up to a year. The program is structured and supervised 24 hours per day, 7 days per week, by trained and employed staff members. Work Therapy is provided to the beneficiaries (other agencies might call them client's or patient's) on a 40 hour per week schedule. Their performance is observed or overseen by trained/employed staff members throughout the course of a day. The beneficiaries have an opportunity to develop a work skill that is marketable in real time. At the same time one will learn how to work in an environment among a peer group, and how to respond appropriately to supervision and direction when given.

Programming is provided in the evening hours consisting of lectures with regard to chemical dependency, anger management, effective communications, coping skills, relationship building, etc. Bible studies, AA/NA meetings are provided on site as well (from guests of the community).The intent is to acquire or relearn those skills needed in order to effectively address addiction, and other areas of one's life. Beneficiaries are afforded the opportunity to complete their high school education through

the Wells Fargo G.E.D. program, and then seek/receive college prep course work as well. Dental services are provided on site, and medical services are made available through HCMC via appointment or on an urgent basis as needed. Physical wellness is attained on site through a weight room, and other physical exercises made available to them.

Spirituality/Christian practices are regularly available within the program. Outside speakers provide such services as bible study on site as well. Chapel services are part of the evening programming on Wednesday evenings, and church services are provided on Sunday mornings. An employed Chaplain (full time) is available for the beneficiaries as needed.

Unlike a sober house, this program provides ongoing structure around the clock. No beneficiary is allowed off site without signing out and signing back in. Any time off site they must be tested for substance use upon return. All beneficiaries are tested randomly throughout the course of their stay in this program.

The Salvation Army Rehabilitation Center has a Vision Statement that says: The Adult Rehabilitation Centers Command seeks to express love and concern in a Christ-like way. Individuals who can no longer cope with life find in the centers a haven and loving care while they pull their lives together. Here each one is helped to develop the spiritual base on which can be built the moral, physical, educational and emotional resources needed to be part of the larger community. The distinguishing feature of each center continues to be its strong belief in spiritual regeneration.

Industrial Uses Allowed on this Site

Where the underlying zoning district is Industrial, the following uses are allowed:

Permitted Uses.

- (a) Light Industrial
- (b) Office uses.
- (c) Public parks and their incidental structures.
- (d) Research, experimental or testing laboratories.
- (e) Service uses, including laundry and dry cleaning, animal hospitals, and kennels, duly licensed under Chapter 6-200, printing, blue-printing, duplicating, mailing and graphic arts.
- (f) Public uses or utilities.
- (g) Catalog order facilities, provided there is no direct pickup of orders by customers.
- (h) Repair, servicing or parts sales businesses, except for businesses related to vehicles.
- (i) State licensed day care facilities.
- (j) Medical and dental clinics and laboratories.
- (k) Physical fitness centers providing services and equipment such as exercise classes, including but not limited to aerobics, nautilus, weight lifting and similar apparatus, locker rooms and showers.

Conditional Uses

- (a) Commercial and self-service storage facilities, adjacent to Coon Rapids Boulevard and in the General Commercial or Industrial zoning districts may be granted a conditional use permit based on the following findings:
 - (i) It is not feasible to install public sidewalk to serve the facility; and
 - (ii) The facility is screened from view from Coon Rapids Boulevard.