MEMORANDUM

TO: Melinda Coleman, City Manager

FROM: Michael Martin, AICP, Economic Development Coordinator

DATE: December 13, 2016

SUBJECT: Consider Approval of a Conditional Use Permit Resolution for Health Partners' Proposed Intensive Residential Treatment Services Program, 2715 Upper Afton Road

Introduction

James McClean on behalf of Health Partners is requesting city approval of a conditional use permit (CUP) to operate a short-term mental health rehabilitation program within the existing building located at 2715 Upper Afton Road. Maplewood allows licensed residential programs in any zoning district within the city with an approved conditional use permit. At this time, the applicant is not proposing any site or exterior building modifications.

Request

The applicant is requesting city approval of a CUP for a state-licensed residential program.

Background

August 24, 1982: The city's community design review board approved the plans for the existing building on this site.

Discussion

Conditional Use Permit

The applicant is proposing to remodel the interior of the building located at 2715 Upper Afton Road at a cost of $2-4 million. The building would house a therapeutic treatment facility with 16 single patient rooms, ancillary offices, meeting and counseling spaces required for the program. The applicant indicates the program would be part of Health Partners care system which includes hospitals, medical and dental clinics, and pharmacies.

This proposed facility would be staffed 24 hours a day, seven days a week. The average stay for patients at the facility would be 60 days. The applicant is seeking to have this facility running by fall of 2017.

A few of the comments staff received from the neighborhood expressed concern about the proposed facility's proximity to the elementary school across the street. State law does not

restrict this type of facility's location in terms of distance from a school, not does the city's zoning code. The city's police chief has reviewed this proposal and is recommending the applicant be required to review the facility's security and response plan on an annual basis with the police chief.

This facility is required to be licensed by the state's Department of Human Services and is deemed a multifamily residential use and the city parking standards are applied as such. Based on the facility having 16 patient rooms, the city would require 32 parking spaces. The site currently has 27 parking spaces but already has a shared parking and access agreement in place with the property to the east giving the building access to 10 additional spaces – for a total of 37 spaces.

Staff is comfortable with waiving the requirement of having 50 percent of the parking spaces be covered since the residents of this facility will not typically have cars on site and the zoning of this site remains business commercial. The applicant has stated its peak parking demand on a daily basis will typically require 15 parking spaces and this would occur during staffing shift changes. The applicant also estimates this use will generate less than 30 vehicular trips made to and from the facility over a 24-hour period.

While the applicant has stated they are not seeking any exterior site modifications at this time, staff is recommending additional screening be added to the site. Staff would recommend screening be added to the west and north property lines to screen the building and use from the surrounding residential uses. The screening needs to provide year-round protection and can be accomplished with either a fence or arborvitae vegetation.

Department Comments

Engineering

Staff engineer Jon Jarosch reviewed this project and stated since there are no exterior improvements he would have no comment

Building Official, Jason Brash

Applicant must meet all Minnesota State Building Code requirements.

Fire Department, Butch Gervais

The applicant will need to have a fire protection and fire alarm notification system installed per code. All the work will require permits and license contractors completing the work. A fire department lock box will be required.

Police Department, Paul Schnell

The applicant should be required to review its security and response plan on an annual basis with the city's police chief or their designee.

Commission Review

Planning Commission

December 20, 2016: The planning commission will hold a public hearing and review this project.

Budget Impact

None.

Recommendations

A. Approve the attached conditional use permit resolution. This conditional use permit allows an intensive residential treatment services program within the existing building located at 2715 Upper Afton Road. This approval shall be subject to the following conditions:

1. All interior construction work shall be reviewed by the city's building official. All work will require building permits.

2. The proposed use must be substantially started within one year of council approval or the permit shall end. The council may extend this deadline for one year.

3. The city council shall review this permit in one year.

4. Prior to receiving a certificate of occupancy, the applicant shall provide year-round screening along the west and north property lines. Screening can be achieved with either a fence or appropriate landscaping as approved by staff. Screening is required to be at least 6 feet tall and be at least 80 percent opaque.

5. The applicant shall submit to city staff a floor plan showing where the residential units will be placed within the building.

6. By January 31 of every year, the applicant is required to review its security and response plan with the city's police chief or their designee.

7. Prior to receiving a certificate of occupancy, the applicant shall provide to the city copies of all required licenses issued by the Minnesota Department of Human Services.

8. Must receive approval of any applicable city licenses as determined by the city's health officer.

9. This permit waives the city code requirement of requiring covered parking spaces for a multifamily residential building.

Citizen Comments

Staff surveyed the 45 surrounding property owners within 500 feet of the proposed site for their opinion about this proposal. Staff received six responses.

In favor

1. I support this proposal. I have family members who could benefit from such a program. It would be a positive addition to the neighborhood. (Rita Kay Brenner, 2673 Upper Afton Road)

Against

1. I have lived in my home for 30 years and I do not want this in my backyard. Which I live right by the building. We do not have any problems in our neighborhood nor do we want any to start by putting a mental health place. Find another place to put it. P.S. You got to be kidding if you think we want to live and have mental health people around. I do not want them near my home, kids, or animals. Find a different place to put them. Besides we have an elementary school not even a 100 feet away. We don't want this. (Edward and Kim Schroepfer, 22 Mayhill Road)

2. Very concerned about this facility. Strongly oppose it. Mainly because of the school, have children walking to and from school. Lots of traffic on the road. (Arlene Holst, 28 Mayhill Road)

3. Staff received phone call and summarized comments – Concerned about project's location near school. Opposes this project. (Robert Freid, 56 Mayhill Road)

4. My main concern regarding the location of a mental health rehabilitation program on Upper Afton Rd. is the close proximity to the school. There are always children nearby - either attending school, after-school activities, programs at the Carver School gym and the playground. With news articles where persons apparently rehabilitated often are dangerous to family members, etc. I feel this would not be a proper location for this facility. I no longer drive at night due to my age and therefore will not attend the meeting, but want you to be aware of my concerns. (Shirley Neudahl, 63 Mayhill Road)

No comment

1. I have no comments. (Rinkel Family Limited Partnership, 2695 Brookview Drive)

Reference Information

Site Description

Site Size:	0.53 Acre
Existing Land Use:	Vacant commercial building

Surrounding Land Uses

North:	Restaurant

South:	Medical office building
East:	Office building
West:	Single family homes

Planning

Existing Land Use:	Commercial (c)
Existing Zoning:	Business Commercial (bc)

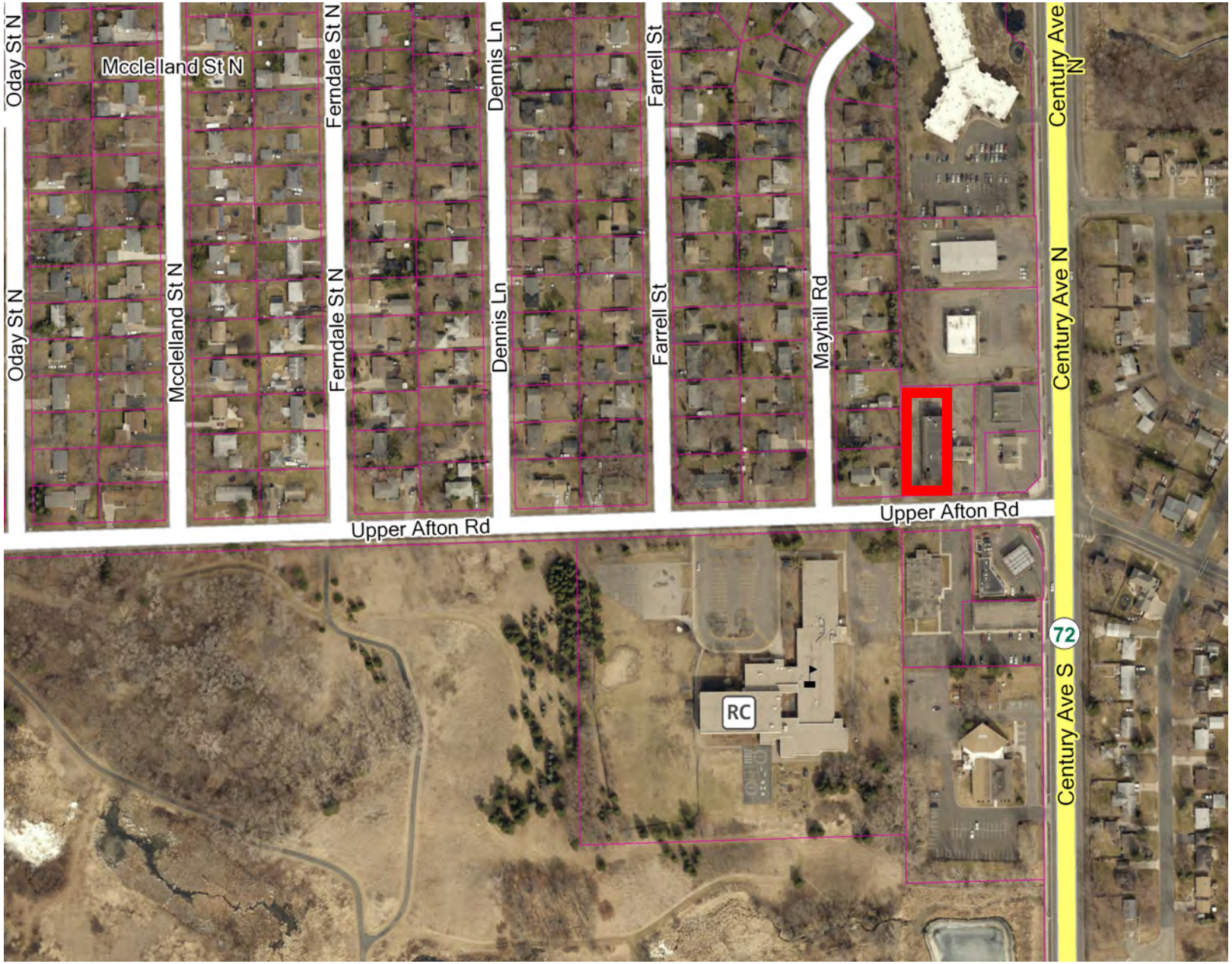
Application Date

The city deemed the applicant's applications complete on December 9, 2016. The initial 60-day review deadline for a decision is February 7, 2017. As stated in Minnesota State Statute 15.99, the city is allowed to take an additional 60 days if necessary in order to complete the review of the application.

Attachments

1. Overview Map
2. Land Use Map
3. Zoning Map
4. Applicant's Letter
5. Conditional Use Permit Resolution

Regions Hospital - Conditional Use Permit Request



600.0 0 300.00 600.0 Feet

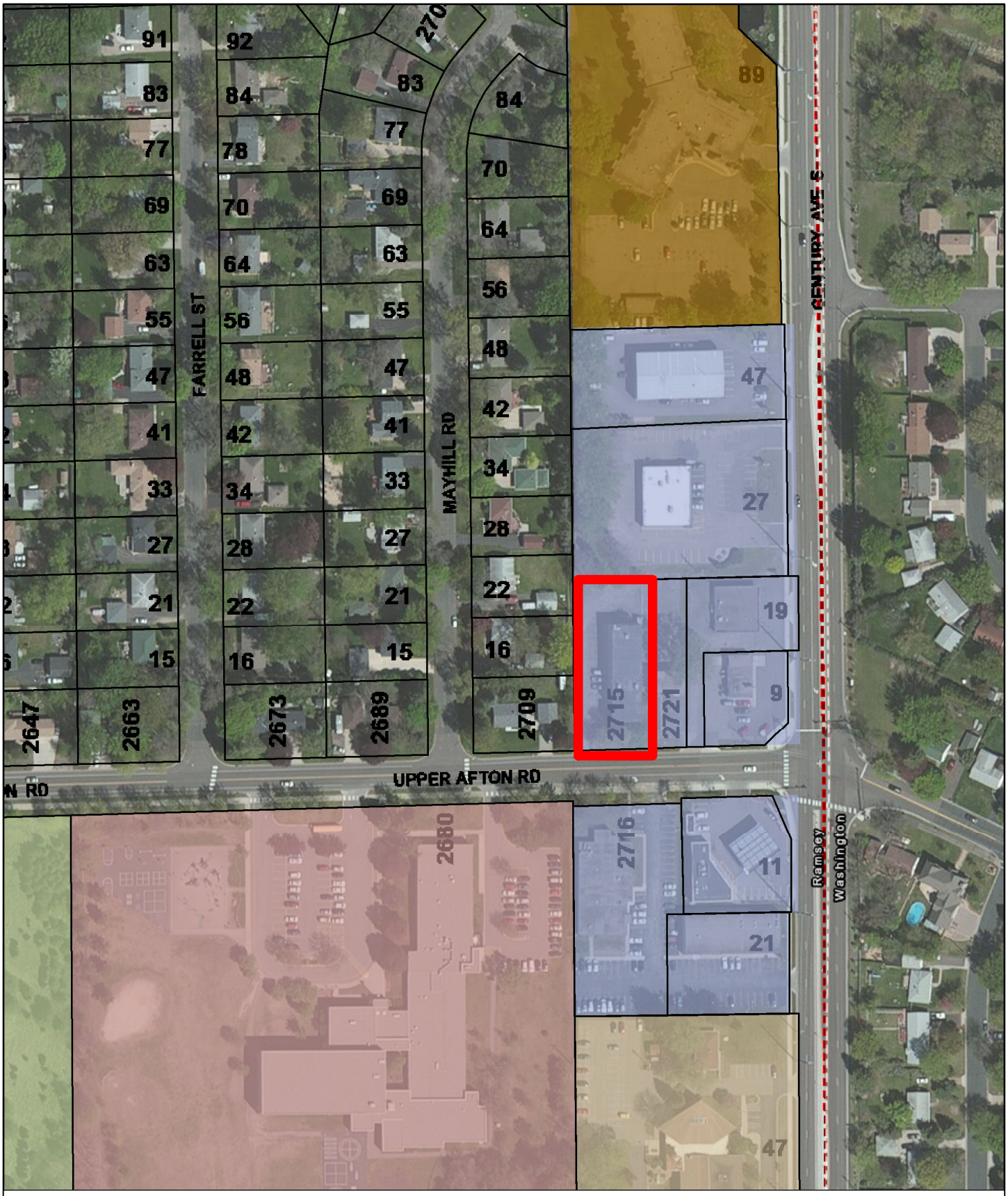
This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.
THIS MAP IS NOT TO BE USED FOR NAVIGATION

Maplewood

Project Site

Attachment 1

Attachment 2



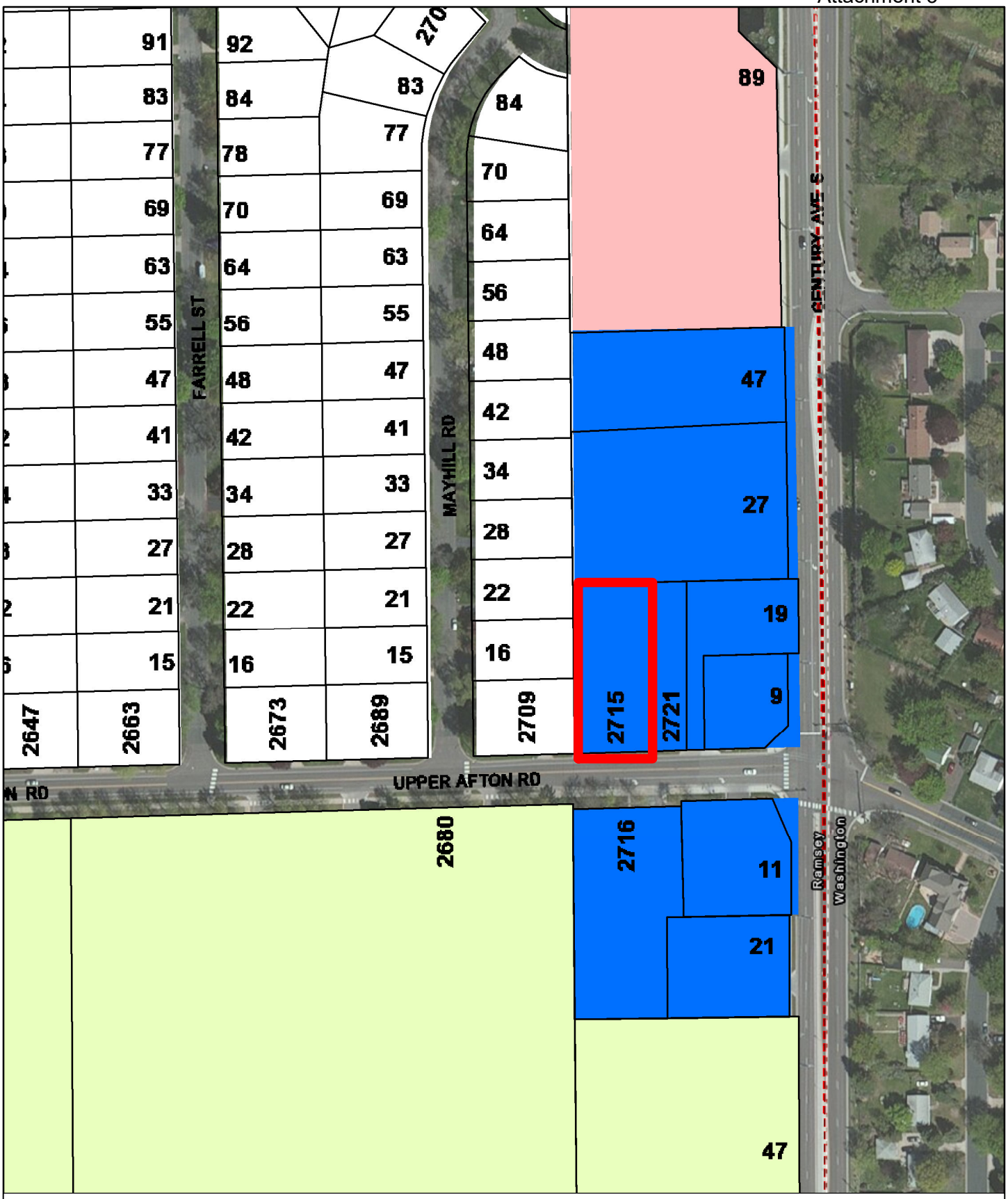
2715 Upper Afton Road - Health Partners

Land Use Map

Legend

- High Density Residential
- Low Density Residential
- Government
- Commercial
- Park
- Institution

Attachment 3



2715 Upper Afton Road - Health Partners

Zoning Map

Legend

- Multiple Dwelling (r3)
- Farm (f)
- Business Commercial (bc)
- Single Dwelling (r1)

Regions Hospital is submitting this Conditional Use Permit for the property on 2715 Upper Afton Road to allow the use of the site for a short-term mental health rehabilitation program that would offer medical support and treatment for patients transitioning from the hospital to home. This project would include an estimated $2M-$4M investment into rehabilitating this property and would transform it into a therapeutic treatment facility with 16 single patient rooms, ancillary offices, meeting and counseling spaces required for the program. At the current time, we are not proposing any site or exterior building changes or modifications

The reason for the Conditional Use Permit is that Section 44-1092(3) of the city ordinances requires a conditional use permit for residential programs in zoning districts where they are not specifically prohibited.

The program would be part of HealthPartners care system which includes hospitals, medical and dental clinics, and pharmacies. HealthPartners also has medical and dental insurance plans and HealthPartners Institute provides medical education and conducts research. The City of Maplewood has been determined to have a need for more providers of this vital service for its citizens and Regions Hospital and HealthPartners have a goal to continue to provide healthcare for the local community.
Intensive, short term rehabilitation programs for mental health are well established. There are 19 similar programs, called Intensive Residential Treatment Services (IRTS), in the metro area. They are located in neighborhoods such as West Bloomington, Golden Valley, Minneapolis' Seward neighborhood, St. Louis Park and Lake Elmo. HealthPartners three short-term rehabilitation programs located in St. Paul and St Louis Park have built strong community partnerships with neighboring businesses and residents and have a history of providing services for over twenty years.

Regions Hospital is a Level I Trauma Center that has served our community for more than 140 years. It is a nonprofit teaching hospital that provides care for the brain and nervous system, heart, cancer, emergency care, burn, orthopaedic care, and more.

Regions is also one of the largest providers of care for mental health in the east metro. It serves about 4,000 people a year. In the past few years there has been a growing number of patients who are ready leave the hospital, but cannot. They need short-term rehabilitation, such as an IRTS to continue to recovery and back into the community. However, our state does not have enough of these programs. As a result, every month, Regions alone has about 17 patients who are ready to be discharged to an IRTS from the hospital and have to wait an average of two weeks before there is an opening available for them. The largest percentage of these patients live in Maplewood and would benefit from having a program close to their families. As well, many live in the surrounding communities of St. Paul, Roseville, White Bear Lake and Oakdale.

HealthPartners is proud to serve Maplewood at three health care clinics and we look forward to extending our services with this new program. Some key components of the proposed program include:

- 16 single rooms with bathrooms
- Healing environment with common areas, green space
- 24/7 staffing and supervision
- Staff includes 11 mental health professionals and practitioners
- Average stay is 60 days
- 17 full-time jobs with competitive salaries and benefits
- Plan to be open and operating by late summer/early fall of 2017

Concerning the specific findings for approval of a Conditional Use Permit, we feel that this proposed use is directly aligned with the intent of the City for the following reasons:

• The use would be located, designed, maintained, constructed and operated to be in conformity with the City's comprehensive plan and Code of Ordinances.

- The facility meets the following goals outlined in Maplewood's Housing Action Plan including to:
  - Provide for the housing and service needs of a disabled population
  - Provide housing and services to meet the needs of non-traditional households
- The property is currently zoned Office which is the zoning type that this use best fits within in the City of Maplewood given its largely office-centered components for administration, counseling and meeting areas.
- As part of the City's comprehensive plan, the goal is to increase the acreage of office area within the City between now and 2030. Hence, keeping this piece of land as an office use through granting the Conditional Use Permit and allowing the reinvestment by HealthPartners into the renovation and upkeep of a property that otherwise might be redeveloped into a different use fits into the Comprehensive Plan.
- In the 2030 future land use map, this site is shown as "Commercial" which is in line with the proposed use and is also the same future land use as the South Metro site which was approved in 2011 for a Conditional Use Permit.
- HealthPartners owns numerous properties in the metro area that demonstrate a practice of exemplary property maintenance.

• The use would not change the existing or planned character of the surrounding area.

- The proposed use would fit within the existing building footprint and from the exterior of the building it would visually appear to be the same or similar to any other office use that may otherwise exist at the property or in the surrounding properties.
- HealthPartners would plan to correct any of the deferred maintenance on the building but otherwise keep the building's overall structure and footprint in its current state so as to not change the existing or planned character of the surrounding area.

• The use would not depreciate property values.

- Per the County Assessor (Mr. Stephen Baker), in the City Council Memorandum dated July 18, 2011 for the South Metro IRTS site, he stated "In the past, these types of uses have not been found to negatively impact surrounding values."
- In that same Memorandum, Mr. Dave Haley, Assistant to the Director of the Ramsey County Human Services Department is noted as stating that there has been no evidence to verify any negative effect on home values. Mr. Haley provided staff with a synopsis of three studies that dealt with programs serving individuals with mental illness. These studies did not show any drop in property values.
- HealthPartners has a history of good general upkeep of buildings and if the CUP is approved would plan to make significant upgrades to this building which is currently mostly vacant with a large degree of deferred maintenance.
- The proposed rehabilitation of this long mostly-vacant property includes a significant financial investment to improve the quality of the building.

• The use would not involve any activity, process, materials, equipment or methods of operation that would be dangerous, hazardous, detrimental, disturbing, or cause a nuisance to any person or property, because of excessive noise, glare, smoke, dust, odor, fumes, water or air pollution, drainage water run-off, vibration, general unsightliness, electrical interference or other nuisances.

- HealthPartners will maintain the property through its professional and first-class property and facilities management personnel.
- There will be no part of this use which would be a nuisance to any person or property because of excessive noise, glare, smoke, dust, odor, fumes, water or air pollution, drainage water run-off, vibration, general unsightliness, electrical interference.
- There will be a minimum of 2 staff members on site 24 hours per day. HealthPartners will take every precaution and implement best practices to monitor residents to ensure that they do not have any adverse effects on the surrounding community.
- Although there is a stigma or assumption that people with mental illness may cause a nuisance or commit crimes, research, statistics and experience across many different locations and situations indicate that this does not occur.

• The use would generate only minimal vehicular traffic on local streets and would not create traffic congestion or unsafe access on existing or proposed streets.

- This use will have similar or lower levels of traffic than a standard office use for a similar square footage building.
- We would anticipate that approximately 30 vehicular trips would be made to and from the facility in a 24-hour period.
- Standard office use is generally approximately four vehicles per thousand square feet which would indicate approximately 80 trips to and from the facility if this were a standard office use.

• The use would be served by adequate public facilities and services, including streets, police and fire protection, drainage structures, water and sewer systems, schools and parks.

- This program will have minimal impact on public facilities and services including streets, fire protection, drainage structures, water and sewer systems, schools and parks.
- There will be a need for addition of a sprinkler system for the building for our use which will require additional water capacity.
- The existing site as an office use was designed for use by approximately 40 people during office hours. We will be examining in further depth as we move through architectural plans whether additional water or sewer capacity may be required and to what degree and will cooperate with the City and MET Council to work through the SAC/WAC determination and approval process if needed.
- Based on our experience in providing these services we do not anticipate an increase in police or fire protection.

• The use would not create excessive additional costs for public facilities or services.

- This use is very similar to the underlying zoning use of office in terms of its needs for public facilities or services. There may be some staff or patients that choose public transportation or other public services but would not be anticipated to be to a higher degree than average uses within a 10,000 SF office building.
- The building owner will cooperate with the City and MET Council to work through the SAC/WAC determination and approval process if needed.

• The use would maximize the preservation of and incorporate the site's natural and scenic features into the development design.

- While at this time HealthPartners is not requesting approvals for any site or exterior building improvements, if there were to be a desire for future improvements to the site, HealthPartners would gladly work with the City and surrounding community to incorporate the site’s natural and scenic features into the development design just as we have for our other locations in the metro area.

• The use would cause minimal adverse environmental effects.

- The proposed use has no associated adverse environmental effects.
- Any potential adverse environmental impacts due to construction or renovation on site will be mitigated and managed by professional and first-class contractors and project managers.

CONDITIONAL USE PERMIT RESOLUTION

WHEREAS, James McClean on behalf of Health Partners has applied for a conditional use permit to operate an intensive residential treatment services program at 2715 Upper Afton Road.

WHEREAS, conditional use permits are required for state-licensed residential programs and can be located within any zoning district within the city.

WHEREAS, this permit applies to the site at 2715 Upper Afton Road. The legal description is:

The South 258 feet of Lot 15, lying West of the East 228 feet thereof in Wright's Garden Lots, Ramsey County, Minnesota.

WHEREAS, the history of this conditional use permit is as follows:

1. On December 20, 2016, the planning commission held a public hearing. The city staff published a hearing notice in the Maplewood Review and sent notices to the surrounding property owners. The planning commission gave everyone at the hearing a chance to speak and present written statements. The planning commission recommended that the city council _____ the conditional use permit

2. On January 9, 2017 the city council discussed the conditional use permit. They considered reports and recommendations from the planning commission and city staff.

NOW, THEREFORE, BE IT RESOLVED that the city council _____ the above-described conditional use permit because:

1. The use would be located, designed, maintained, constructed and operated to be in conformity with the City's Comprehensive Plan and Code of Ordinances.

2. The use would not change the existing or planned character of the surrounding area.

3. The use would not depreciate property values.

4. The use would not involve any activity, process, materials, equipment or methods of operation that would be dangerous, hazardous, detrimental, disturbing or cause a nuisance to any person or property, because of excessive noise, glare, smoke, dust, odor, fumes, water or air pollution, drainage, water run-off, vibration, general unsightliness, electrical interference or other nuisances.

5. The use would not exceed the design standards of any affected street.

6. The use would be served by adequate public facilities and services, including streets, police and fire protection, drainage structures, water and sewer systems, schools and parks.

7. The use would not create excessive additional costs for public facilities or services.

8. The use would maximize the preservation of and incorporate the site's natural and scenic features into the development design.

9. The use would cause minimal adverse environmental effects.

Approval is subject to the following conditions**:**

1. All interior construction work shall be reviewed by the city's building official. All work will require building permits.

2. The proposed use must be substantially started within one year of council approval or the permit shall end. The council may extend this deadline for one year.

3. The city council shall review this permit in one year.

4. Prior to receiving a certificate of occupancy, the applicant shall provide year-round screening along the west and north property lines. Screening can be achieved with either a fence or appropriate landscaping as approved by staff. Screening is required to be at least 6 feet tall and be at least 80 percent opaque.

5. The applicant shall submit to city staff a floor plan showing where the residential units will be placed within the building.

6. By January 31 of every year, the applicant is required to review its security and response plan with the city's police chief or their designee.

7. Prior to receiving a certificate of occupancy, the applicant shall provide to the city copies of all required licenses issued by the Minnesota Department of Human Services.

8. Must receive approval of any applicable city licenses as determined by the city's health officer.

9. This permit waives the city code requirement of requiring covered parking spaces for a multifamily residential building.

The Maplewood City Council _____ this resolution on January 9, 2017.