



INFORMATIONAL MEMORANDUM

TO: **Community Development and Neighborhoods Committee**

FROM: **Jack Pace, DCD Director**

BY: **Nora Gierloff, Deputy DCD Director; Stacy Hansen, Human Services Coordinator**

CC: **Mayor Ekberg**

DATE: **May 8, 2018**

SUBJECT: **Zoning for Homeless Services**

BACKGROUND

Tukwila's Zoning Code does not address shelters or services for those experiencing homelessness. The only definition of shelter in the TMC is limited to serving people escaping domestic violence or teen runaways. This use is permitted in the LDR, MDR, HDR, MUO, and O zones.

18.06.743 Shelter

"Shelter" means a building or use providing residential housing on a short-term basis for victims of abuse and their dependents, or a residential facility for runaway minors (children under the age of 18).

In addition to overnight accommodation, homeless services could include a hygiene facility, social service providers, medical care, day care/after school care, and clothing banks.

A year and a half ago Mary's Place approached Tukwila with a proposal to open a temporary shelter to provide services for families experiencing homelessness. Because this use was not specifically permitted under Tukwila zoning staff worked with Mary's Place to create a development agreement for a proposed location in the City. Due to operational restrictions in the development agreement, environmental constraints of the proposed site, the limited number of families that could be accommodated under the building code, and the cost of required tenant improvements ultimately Mary's Place opted not to pursue the Tukwila location.

Mary's Place recently opened a shelter in the old White Center Public Health Center to serve approximately 70 people. The building lends itself to the use with separate spaces for eating and sleeping. It is adjacent to a food bank and is on a bus line that serves major employment centers. Mary's Place is considering purchasing a 23,000 square foot former drug and alcohol addiction treatment center in Burien with private rooms, a commercial kitchen, large common

areas, medical facilities, and parking. The Burien location would provide housing and employment resources during the day and shelter for approximately 200 people each night.

2017 Statistics:

- Students experiencing homelessness in the Tukwila School District: 243 out of 3,037 students are registered as McKinney Vento Students (8%).
- Catholic Community Services provided one-time rent/utility eviction prevention funds to 59 (27 households) Tukwila residents at risk of eviction/utility shut-off.
- Domestic Abuse Women's Network DAWN, provided confidential shelter, 252 bed nights to 4 Tukwila residents.
- Hospitality House provided 151 bed nights to three homeless, single Tukwila women.
- Refugee Women's Alliance provided \$7,000 rent/utility assistance to 34 Tukwila household providing housing stability (eviction prevention/utility shut-off)
- Multi Service Center provided one-time rent/utility assistance totaling \$39,000 to stabilize 74 Tukwila households (188 individuals) at imminent risk of homelessness
- Multi Service Center Shelter provided 2 homeless Tukwila households (8 individuals) with 1,349 bed nights.
- Nexus Street Outreach made 56 contacts with homeless Tukwila youth, provided 70 health, hygiene, food and clothing packs and enrolled 4 youth in case management services.
- REACH Center of Hope Day-Evening Shelter (Renton) served 23 homeless Tukwila families/women with 1,116 bed nights.
- SKC Public Health Mobile Dental Van (dental for the homeless) provided 65 dental visits to 21 homeless residents in Tukwila.
- Sound PATH Homeless Outreach Team provided 204 hours of case management to 25 Tukwila residents who were experiencing homelessness.
- Tukwila Community Center has provided 4,400 free showers in the past 7 months. 95% of those were to people experiencing homelessness.
- Way Back Inn – Provided 1,812 bed nights to 10 Tukwila households (31 residents) in 3 Tukwila properties (4 units) of transitional housing to homeless Tukwila families.

DISCUSSION

The South King Housing and Homelessness Partnership 2017 year-end report in the March 13, 2018 CDN packet summarizes the response to the growing housing crisis in our area. The cities of Federal Way, Kent, Renton, Burien and Auburn all have emergency and/or year-round shelters for different populations. In Tukwila two churches have periodically hosted Tent City homeless encampments and one provides informal transitional housing. The Tukwila Community Center operates as an informal hygiene center by allowing use of the locker room on a walk-in basis. This is going through a significant change-currently in a reduced days/hours pilot until month end.

The Council may want to develop definitions for emergency shelters, transitional housing and homeless services, explore what zones are appropriate for these uses and develop criteria and

an approval processes for siting these uses. This would provide greater certainty for any future agency interested in establishing these in Tukwila.

Considerations for siting homeless services include:

1. Are shelters more appropriate in residential, mixed use, commercial or industrial zones? See Tukwila's zoning map at http://www.tukwilawa.gov/wp-content/uploads/Comp-Plan_Zoning-Map.pdf .
2. Should shelters or other homeless services be permitted outright or subject to a public review process such as a conditional or unclassified use permit? If so what criteria should be used?
3. Should they be limited to locations within a certain distance of transit or other supportive services? See Attachment B for a map of transit routes in Tukwila.
4. Should there be minimum buffers between shelters and certain other uses?
5. Should homeless services and shelters continue to be allowed as accessory uses to religious institutions without City review?

FINANCIAL IMPACT

No direct costs except for public outreach and staff time if the Council is interested in developing an ordinance.

RECOMMENDATION

Information and discussion only. This item could be added to the 2019-2020 budget goals.

ATTACHMENTS

- A. Definitions and standards from Regional Cities
- B. Transit Map

Attachment A – Definitions from other Cities

Kent

15.02.131 Emergency housing, emergency shelter.

Emergency housing, emergency shelter means a facility operated publicly or privately to provide housing for individuals or families who are otherwise homeless and have no immediate living options available to them. Such facilities may provide support services, food, and sanitation. Emergency housing shall not exceed a ninety (90) day period per individual or family.

- Conditional use in neighborhood commercial, general commercial, mixed use and industrial zones.

15.02.528 Transitional housing.

Transitional housing means a facility owned by a public housing authority, nonprofit organization or other public interest group, that provides housing to persons on a temporary basis for a duration not to exceed twenty-four (24) months in conjunction with job training, self sufficiency training, life skills training, human services counseling, or other similar services. Transitional housing is not a transient accommodation. Transitional housing does not include group homes.

- Permitted use in multi-family, general commercial, mixed use and manufacturing districts.

Burien

19.10.060 Community facility

– A use which serves the public and is generally of a public service, non-profit nature, including, but not limited to: food and clothing banks and other non-profit social service organizations.

- Permitted use in most districts

SeaTac

Community Residential Facility (CRF)

Publicly or privately operated residential facilities, limited to: group homes for children, for those with disabilities, or for the elderly; homes for recovering, non-using alcoholics and addicts; or shelters for domestic violence victims. Community residential facilities do not include halfway houses, overnight shelters, or transitional housing.

- Permitted use in most zones, limited to 5 residents and 2 caretakers in low and medium density residential, no occupancy in higher density zones.

Overnight Shelter

A facility providing overnight, temporary lodging, with or without meals, for homeless families or individuals and meeting the standards of Chapter 246-360 WAC.

- Permitted use in urban zones as part of a religious facility and in general commercial zones with a CUP. Subject to landscape buffers.

Transitional Housing

Housing provided under a program, offering twenty-four (24) hour access to specific persons, for periods of one (1) month or more for human services purposes, such as helping unemployed, homeless individuals to obtain employment and permanent housing. Transitional housing is not a transient accommodation.

- Conditional use in high density residential, permitted use in regional commercial zones.

Renton

SERVICE AND SOCIAL ORGANIZATIONS

An incorporated or unincorporated nongovernmental or private association of persons organized for social, education, literary or charitable purposes. This definition also includes community meeting halls, philanthropic institutions, private clubs, fraternal or nonprofit organizations, and social service organizations. This definition excludes religious institutions and offices, and government facilities.

- Allowed with a conditional use permit from the Hearing Examiner in all zones except single family.

Shoreline

Transitional Housing Facilities

Housing units within the City of Shoreline owned by public housing authorities, nonprofit organizations or other public interest groups that provide housing to persons on a temporary basis for a duration not to exceed 24 months in conjunction with job training, self sufficiency training, and human services counseling, the purpose of which is to help persons make the transition from homelessness to placement in permanent housing.

- Not called out as a separate use type.

Community Residential Facility (CRF)

Living quarters meeting applicable Federal and State standards that function as a single housekeeping unit and provide supportive services, including but not limited to counseling,

rehabilitation and medical supervision, excluding drug and alcohol detoxification which is classified as health services. CRFs are further classified as follows:

- A. CRF-I – Nine to 10 residents and staff;
- B. CRF-II – Eleven or more residents and staff.

If staffed by nonresident staff, each 24 staff hours per day equals one full-time residing staff member for purposes of subclassifying CRFs. CRFs shall not include Secure Community Transitional Facilities (SCTF). (Ord. 515 § 1, 2008).

- Permitted or Conditional use in all zones.

Social Service Providers are permitted in the following campus zones but not defined.

20.40.045 Campus zones.

A. The purpose of the campus zone is to provide for the location of charitable, educational, health, rehabilitative or other institutions and ancillary or compatible uses to the primary institutions located on the same site.

B. Specific areas have been established to implement the appropriate objective of each different campus zone as follows:

- 2. **Fircrest Campus Zone (FCZ).** The Fircrest Campus is an approximately 83-acre site with existing uses that include the Fircrest School, a state-operated residential habilitation center and two not-for-profit tenants.
- 4. **Shoreline Community College Campus Zone (SCZ).** Shoreline Community College is an approximately 79-acre state-operated community college. The college provides academic, professional, technical and workforce training programs, continuing education and community involvement programs to meet the lifelong learning needs of the community.

Auburn

18.04.891 Supportive housing.

“Supportive housing” means a multiple-family dwelling owned or sponsored by a nonprofit corporation or government entity, designed for occupancy by individual adults that are either (A) homeless or at risk of homelessness; (B) are experiencing a disability that presents barriers to employment and housing stability; or (C) generally require structured supportive services to be successful living in the community; is permitted at a greater unit density than otherwise allowed within a particular zone; and is intended to provide long-term, rather than transitional, housing. Long-term housing is approximately longer than two years, whereas transitional housing is no more than two years. Supportive housing is not a communal residence.

- Permitted in high density residential zones.

18.04.440 Group residence facility.

“Group residence facility” means a facility licensed by the state and operated with full-time supervision for housing resident persons who, by reason of their mental or physical disability, addiction to drugs or alcohol, or family and social adjustment problems, require a transitional nonmedical treatment program for rehabilitation and social readjustment. For the purposes of this title, a nonmedical treatment program consists of counseling, vocational guidance, training, group therapy and other similar rehabilitative services but does not include drug and/or alcohol detoxification. Monitoring the taking of prescription medication shall be permitted. The use of medication by any resident shall be incidental to that person’s residence in the facility and shall not be a criterion for residence in the facility. This definition does not include residential dwellings which meet all other requirements of this title, that provide programs related to this definition or which provide services of a nursing home as defined by ACC 18.04.660. A group residence facility is not a communal residence.

- 6 or fewer residents permitted in all residential zones, conditional use for 7 or more in medium and high density residential.

18.04.770 Quasi-public use.

“Quasi-public use” means a use operated by a private nonprofit educational, religious, recreational, charitable, or medical institution having the purpose primarily of serving the general public, and including uses such as churches, private schools and universities, community, youth and senior citizen recreational facilities, private hospitals, and the like.

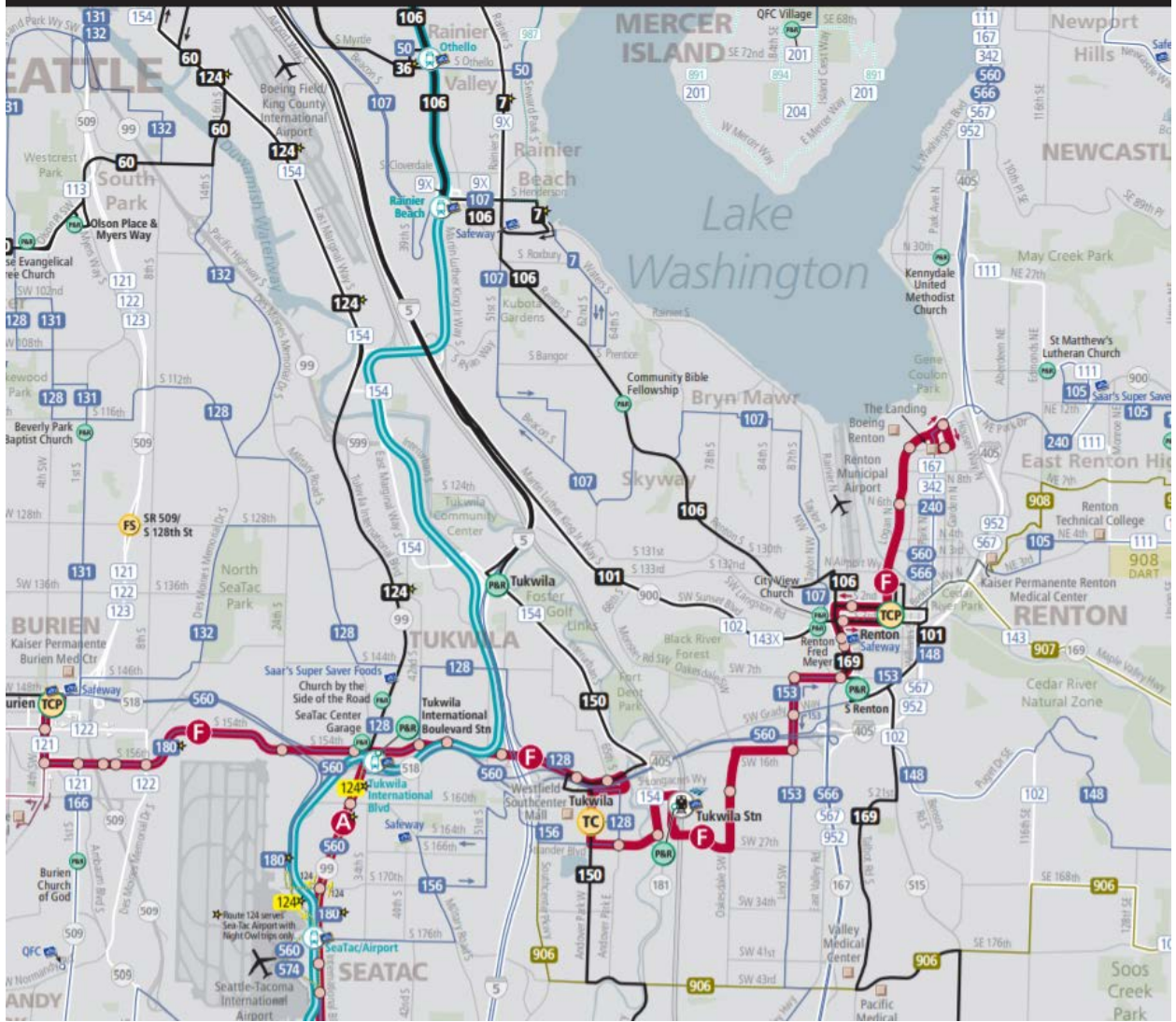
- Term not used in use table.

18.04.824 Social and service organizations.

“Social and service organizations” refers to incorporated or unincorporated nongovernmental or private associations of persons organized for social, education, literary or charitable purposes. This definition also includes community meeting halls, philanthropic institutions, private clubs, fraternal or nonprofit organizations, and social service organizations. This definition excludes religious institutions and government facilities.

- Term not used in use table.

Metro Transit System: Southwest Area



Bus Routes and Facilities

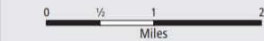
- RapidRide line and stop
 - frequent all-day route (every 15 minutes or less until 6pm Mon–Fri)
 - all-day route
 - all-day routes that combine for frequent service
 - *route includes Night Owl service
 - peak-only route
 - school route
 - Demand Area Response Transit: route and flexible service area*
 - Community Shuttle: route and flexible service area*
- *Reserve a ride off the scheduled route in these areas.
- Metro Transit (King County)
 - Sound Transit (regional express routes)
 - Pierce Transit (Pierce County)
 - transit center
 - transit center with park & ride
 - park & ride with more than 250 spaces
 - park & ride with less than 250 spaces
 - freeway station
 - major transfer point

Other Transit Services and Facilities

- Sounder commuter rail line and station (Amtrak)
- Central Link light rail line and station
- Washington State Ferries route and terminal
- ORCA: vending machine | retailer

Selected Base Map Features

- interstate / state highway routes
- In general, the designations "St" and "Ave" are not shown on this map. In King and Pierce counties "Streets" usually run east–west and "Avenues" usually run north–south.
- MEDINA incorporated city (all capital letters)
 - Admiral neighborhood or other unincorporated place
 - point of interest or common destination



March 2018

Transit Service at Major Park & Rides and Other Transfer Points

Schedules vary—see timetables
ST = Sound Transit, PT = Pierce Transit

Auburn Park & Ride	910, 952 ST 566
Auburn Station Transit Center and Park & Ride	180, 181, 186, 910, 915, 917 ST 566, 578, Sounder commuter rail PT 497
Burien Transit Center and Park & Ride	F Line, 120, 121, 122, 123, 131, 132, 166, 180, 631 ST 560
Federal Way/S 320th Street Park & Ride	177, 178, 193
Federal Way Transit Center and Park & Ride	A Line, 179, 181, 182, 183, 187, 193, 197, 901, 903 ST 574, 577, 578 PT 402, 500, 501
Kent/Des Moines Park & Ride and Freeway Station	158, 159, 166, 192, 193, 197 ST 574
Kent/James Street Park & Ride	150, 158, 159, 166, 180, 913
Kent Station Transit Center and Park & Ride	150, 152, 158, 159, 164, 166, 168, 169, 180, 183, 913, 914, 916, 952 ST 566, 567, Sounder commuter rail
Redondo Heights Park & Ride	A Line, 190
Renton Transit Center and Park & Ride	F Line, 101, 105, 106, 107, 143, 148, 153, 167, 169, 240, 342, 907, 908 ST 560, 566
South Federal Way Park & Ride	178, 182
South Renton Park & Ride	101, 102, 148, 153, 167, 169
Star Lake Park & Ride	183, 190, 192, 193, 197 ST 574
Tukwila International Boulevard Station Park & Ride	A Line, F Line, 124, 128 ST Link light rail
Tukwila Park & Ride	150, 154, 193
Tukwila Station Park & Ride	F Line, 154 ST Sounder commuter rail
Twin Lakes Park & Ride	179, 181, 197
Rainier Beach Link Station	9X, 106, 107 ST Link light rail
Tukwila Transit Center, Southcenter Mall	F Line, 128, 150, 156, 906
Westwood Village	C Line, 21, 22, 60, 120, 125 ST 560
White Center (SW Roxbury St and 16th Ave SW)	60, 113, 120, 128 ST 560