

# Memorandum



CITY OF DALLAS

DATE March 14, 2019

Honorable Mayor and Members of the City Council:

TO Mayor Pro Tem Casey Thomas, II (Chair), Deputy Mayor Pro Tem Adam Medrano (Vice Chair), Councilmember Omar Narvaez, Councilmember Mark Clayton, Councilmember B. Adam McGough, Councilmember Carolyn King Arnold

SUBJECT **The Salvation Army: Proposed Campus to Address Homelessness in Dallas**

## **Summary**

On March 18, 2019, Blake Fetterman, Executive Director of The Salvation Army DFW Metroplex Command, will brief the Human and Social Needs Committee on a proposed campus in Dallas to address homelessness.

## **Background**

In the last 32 years, the Carr P. Collins Center has impacted the lives of more than 150,000 people by sheltering the homeless, clothing the naked, nourishing the hungry, feeding the soul and helping those recover from addiction find a better path in life. Current services such as case management and financial education has helped support individuals through sobriety and obtain degrees. The programming also provides job readiness and life skills training which greatly contributes to employment and self-sufficiency.

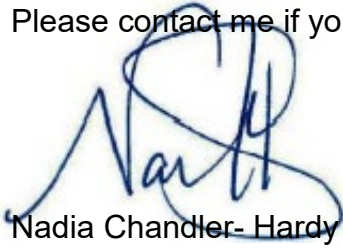
## **Purpose of the Briefing**

The purpose of this briefing is to seek support for a new campus that will include child care and multiple transportation options. The campus will include 30 additional shelter beds, 5 transitional housing units and 100 new 1-bedroom permanent supportive housing units for seniors and veterans. The proposed homeless facility is a 20-acre site located outside of Downton Dallas surrounded by warehouses and two office buildings.

On Thursday, March 7, 2019, the City Plan Commission recommended approval of Z178-121 (Salvation Army case). The CPC recommended staff's recommended conditions with the exception of two of the applicant's requests: 1) sidewalks not required on the perimeter along Empress Row and Viceroy Drive and 2) property owner engagement is required (this request is unenforceable by the City). The case will be scheduled for a City Council public hearing on April 10, 2019.

DATE March 14, 2019  
SUBJECT **The Salvation Army: Proposed Campus to Address Homelessness in Dallas**

Please contact me if you have any questions or require any additional information.



**Nadia Chandler-Hardy**  
Assistant City Manager and Chief Resilience Officer

c: T.C. Broadnax, City Manager  
Chris Caso, City Attorney (Interim)  
Carol A. Smith, City Auditor (Interim)  
Biliera Johnson, City Secretary  
Preston Robinson, Administrative Judge  
Kimberly Bizzor Tolbert, Chief of Staff to the City Manager

Majed A. Al-Ghafry, Assistant City Manager  
Jon Fortune, Assistant City Manager  
Joey Zapata, Assistant City Manager  
M. Elizabeth Reich, Chief Financial Officer  
Laila Alequresh, Chief Innovation Officer  
Directors and Assistant Directors



# THE SALVATION ARMY

---

Proposed Campus to Address  
Homelessness in Dallas

# Dallas Has Studied Homelessness for More than a Decade.....



TEN-YEAR PLAN TO END CHRONIC HOMELESSNESS

2004



DALLAS COMMISSION ON HOMELESSNESS

FINAL REPORT

November, 2016

## Dallas Morning News

19 JUN 2018

How many homeless live on streets? The number jumped  
...ness several time in a few years has been steadily decreasing the past three years.  
This year, 424 people were found to be chronically homeless. In 2017 there were 597 chronically homeless people counted.  
Crain said that's probably due to focus on housing chronically homeless. For



Overall homelessness and unsheltered homelessness has increased 9% and 25% respectively since 2017. The Office of Homeless Solutions' proposed Homeless Solutions Strategy consists of four tracks to address homelessness in Dallas.

## Homeless Solutions Strategy

### TRACK 1

#### INCREASE SHELTER CAPACITY

Expand capacity of existing providers through contracted pay-to-stay shelter beds.

### TRACK 2

#### TEMPORARY HOMELESS CENTERS

Provide shelter and support services for up to 90 days in the 4 quadrants of the city simultaneously.

### TRACK 4

#### NEW DEVELOPMENTS

Funding for permanent supportive housing targeting chronic homeless; rapid rehousing addressing the elderly, disabled, families with children and young adults; Day Centers for seamless wrap-around services.

### TRACK 3

#### MASTER LEASE/LANDLORD INCENTIVE

Provide security deposits, rent, utilities, and incentives to tenants as well as incentives and risk mitigation services to participating landlords.

## Homeless Solutions Proposed Strategy

Tele Townhall Meeting

July 2018

Monica Hardman  
Managing Director  
Office of Homeless Solutions

Media Chandler Hardy  
Services



The Salvation Army has committed to raising \$95 M in private funds to implement holistic homeless solution strategies identified by the City Of Dallas:

- ✓ Supportive housing
- ✓ Mental healthcare
- ✓ Substance abuse treatment
- ✓ Daytime shelter
- ✓ Job training

In the last 32 years, The Salvation Army's Carr P. Collins Center has impacted the lives of more than **150,000 people**

Every year, The Salvation Army:

- Shelters the homeless, clothes the naked, nourishes the hungry, feeds the soul, and helps those recovering from addiction find a better path in life
- Serves over **500,000 meals** along with other nutritious foods to members of our community who are struggling with their most basics needs
- Accomplishes this with support of more than **10,000 volunteers**, many of whom are long-term volunteers who come faithfully year after year to support our work
- The community renews its confidence in The Salvation Army through consistent financial support to fund our **\$10M annual operation**

# The Salvation Army Wants to Expand Its Services to the Homeless

SALVATION ARMY SERVICES	EXISTING BEDS	PROPOSED BEDS	BENEFITS
<b>Emergency Shelter</b>	120	150	<ul style="list-style-type: none"> <li>• Eliminates mass sheltering</li> <li>• Provides semi-private beds</li> <li>• Can accommodate any family configuration</li> </ul>
<b>Transitional Housing</b>	225	300	<ul style="list-style-type: none"> <li>• 250 private units for single adults</li> <li>• 20 units for families</li> <li>• Quadruples current capacity for families</li> </ul>
<b>Substance Abuse Program</b> (primarily non-homeless)	255	150	<ul style="list-style-type: none"> <li>• Decreasing size of program to reinvest resources into homeless recovery services</li> </ul>
<b>Permanent Supportive Housing</b>	0	100	<ul style="list-style-type: none"> <li>• New 1-bedroom units for seniors 55+ and veterans</li> </ul>

# The Salvation Army Wants to Expand Its Services to the Homeless

## **CURRENT SERVICES:**

- Food and Shelter
- Counseling/Case Management
- Chapel
- Financial Education/Job Readiness
- Life Skills Training
- Food Pantry



## **PLUS NEW SERVICES:**

- Child Care
- Medical Clinic
- Mental Health Clinic
- Vocational Training
- Recreation Center
- Multiple transportation options



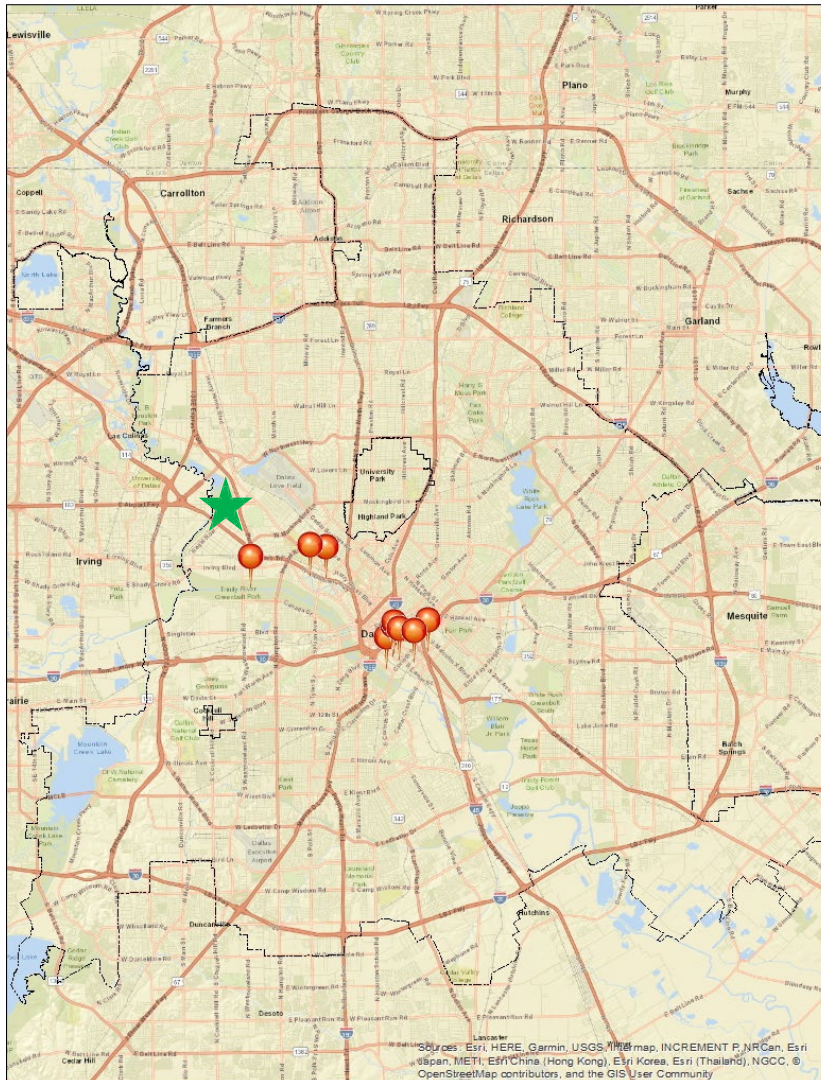
# Dallas Zoning Regulations vs. Dallas Homelessness Recommendations

## Zoning Uses Needed to Comprehensively Address Homelessness:

- Transitional housing
- Permanent supportive housing
- Emergency shelter
- Substance abuse treatment
- Vocational job training
- Daycare
- Medical clinic
- Administrative offices
  
- Outside of Downtown, Dallas has **no zoning category** that would allow this mix of uses
  
- Any comprehensive homeless solution in Dallas will require a zoning change for this combination of services

## 8625 N. STEMMONS FREEWAY

# The Salvation Army's Proposed Homeless Facility



- 20-acre site
- Site purchased by former Board Member for donation to The Salvation Army
- Industrially-zoned
- Surrounded by warehouses and two office buildings
- Proximity to DART, bus route, Parkland Hospital



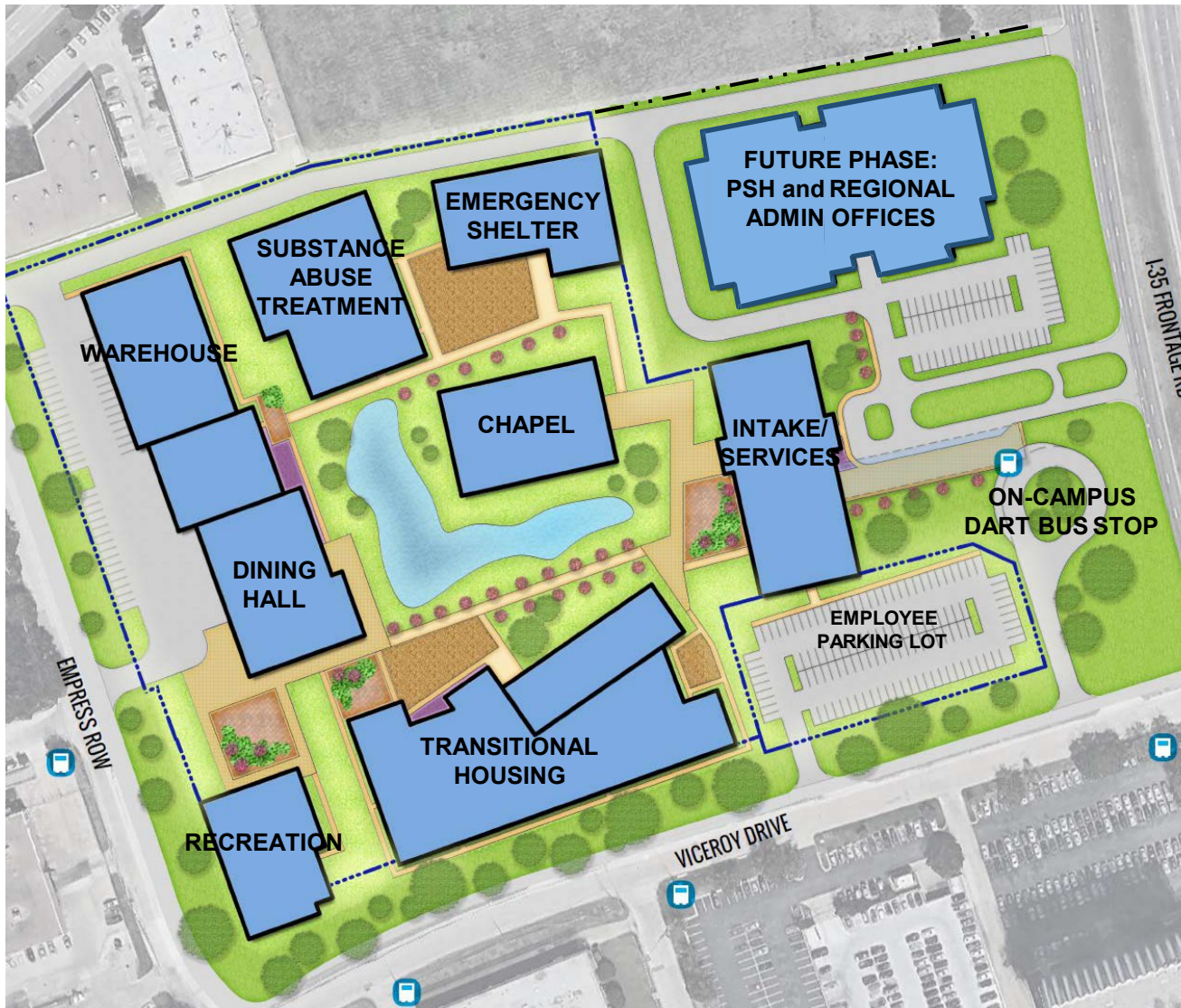
# 8625 N. STEMMONS FREEWAY Area Is Industrially Zoned





8625 N. STEMMONS FREEWAY

# The Salvation Army's Proposed Homeless Facility



- Expands Emergency Shelter and Transitional Housing
- Provides additional services:
  - Child Care
  - Medical Clinic
  - Mental Health Clinic
  - Vocational Training
  - Recreation Center
  - Onsite DART Bus Stop
  - Shuttle Bus Service
- Close proximity to public transit and Parkland Hospital
- Permanent Supportive Housing - 100 units for seniors and veterans

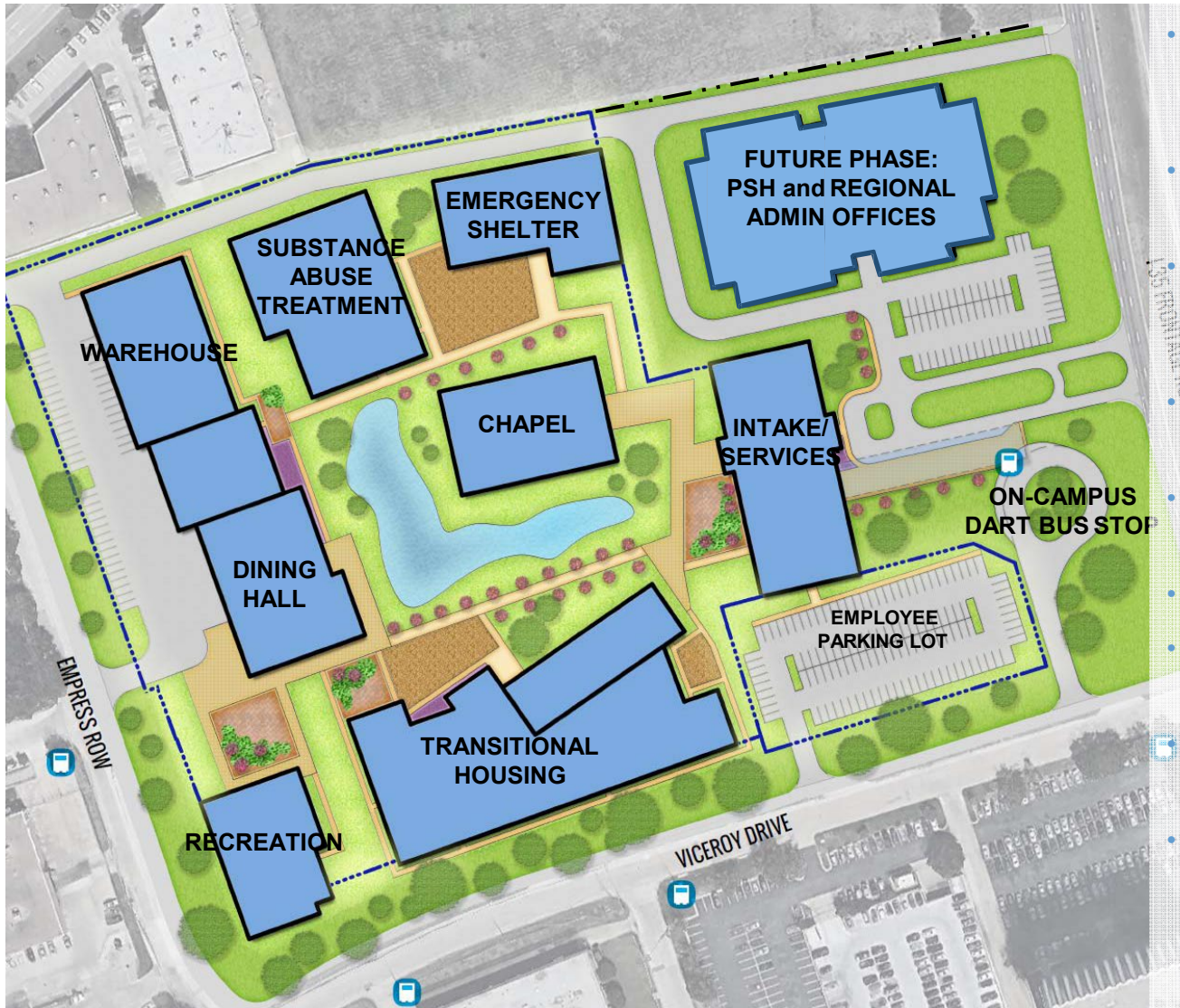
# Comparable Homeless Facilities: No Negative Impact on Surrounding Property Values

	LA Family Housing (Los Angeles)	Star of Hope (Houston)	Haven for Hope (San Antonio)	Chapman Partnership (Miami)	The Bridge (Dallas)
<b>Size</b>	600 beds	450 beds	700 beds 22-acres	500 beds	249 beds
<b>County-wide Property Values</b>	+19%	+22%	+32%	+33%	+19%
<b>Surrounding Property Values</b>	<b>+183%</b>	<b>+11%</b>	<b>+41%</b>	<b>+153%</b>	<b>+101%</b>

Sources: Four-year period: Los Angeles County Office of the Assessor (<https://portal.assessor.lacounty.gov/>); Harris County Appraisal District (<http://hcad.org/quick-search/>); Bexar County Appraisal District (<http://www.bcad.org/clientdb/PropertySearch.aspx>); Miami-Dade County Office of the Property Appraiser (<http://miamidade.gov/propertysearch/#/>); Dallas County Appraisal District (<http://www.dallascad.org>)



# Addressing Issues of Nearby Industrial and Office Property Owners



- Reoriented entrance from Empress Row to Stemmons Freeway
- Restricted site access to single point of entry for clients
- Restricted day shelter services and meals to those residing on campus
- Restricted Permanent Supportive Housing to seniors and veterans
- Added prohibition against serving registered sex offenders
- Added perimeter fence
- Coordinated with DART for on-site bus stop
- Added 4 security guards patrolling the property and perimeter 24/7
- Created Community Review Committee for quarterly meetings with property owners

# Substance Abuse Client: Tammy

- Many years of severe depression, attempted suicide, addiction, and eventually committing a crime that resulted in a prison sentence
- Texas Department of Criminal Justice referral to The Salvation Army
  - Residential substance abuse treatment
  - Individual and group counseling
  - Life-skills
- The Salvation Army program supported:
  - Sobriety
  - Education and Licensed Chemical Dependency Counselor licensure
  - Housing
  - Stable family support
- More than 5 years later, Tammy is sober, happily married, and just started her Bachelor's degree program at A&M Commerce. She returned to The Salvation Army; this time as a volunteer.



# Transitional Housing: Danny (Army Veteran)

- Marriage stress led to self-medication, addiction, and ultimately homelessness
- Veteran Affairs referral to The Salvation Army
  - Transitional Housing Program for Veterans
  - Case management support
  - Life-skills
- The Salvation Army program supported:
  - Sense of community
  - Sobriety
  - Employment
  - Savings
  - Transition to apartment
- 4 years later, Danny continues to be self-sufficient. He is sober, stably housed, and employed.





# Emergency Shelter Client: Kris

- An abusive family and no support system led to couch surfing, depression and ultimately homeless
- Self-referral to The Salvation Army
  - Emergency shelter
  - Food, clothing, shelter
  - Case management support
  - Link to mental health care and prenatal care
  - Life-skills/financial education classes
- The Salvation Army program supported:
  - Transition to permanent supportive housing
  - Access to income
  - Motherhood
- Almost 5 years later, Kris continues to be a proud mother, raising her daughter in her supportive housing; and she regularly sends us pictures so we can continue to watch her daughter grow-up.



# **Additional Documents**

# Not Feasible to Expand Existing Salvation Army Homeless Facility

The Salvation Army evaluated expanding services at existing Carr P. Collins Facility:

- 30-year old buildings cannot be renovated to conform to industry standards
- 7-acre site limits opportunities for service expansion
- New construction would shut down facility during construction
- Double construction time vs. new site
- Would still require rezoning due to expanded uses
- Former board member is donating 20-acre site in industrial area for new campus, allowing The Salvation Army to use proceeds from Carr P. Collins to construct new facility

# Not Feasible to Reuse Other Existing, Vacant Facilities

## Old Parkland

*ISSUE: Property and existing buildings are too big*

- 38.3 acre site
- 1.4 million SF of buildings
- Maximum need of The Salvation Army is 400k SF

## Dawson Jail

*ISSUE: Property and buildings are too small; too expensive*

- .9 acre site
- 255,000 SF of building in 10 stories
- High cost to renovate
- Funders would not support

## Timberlawn

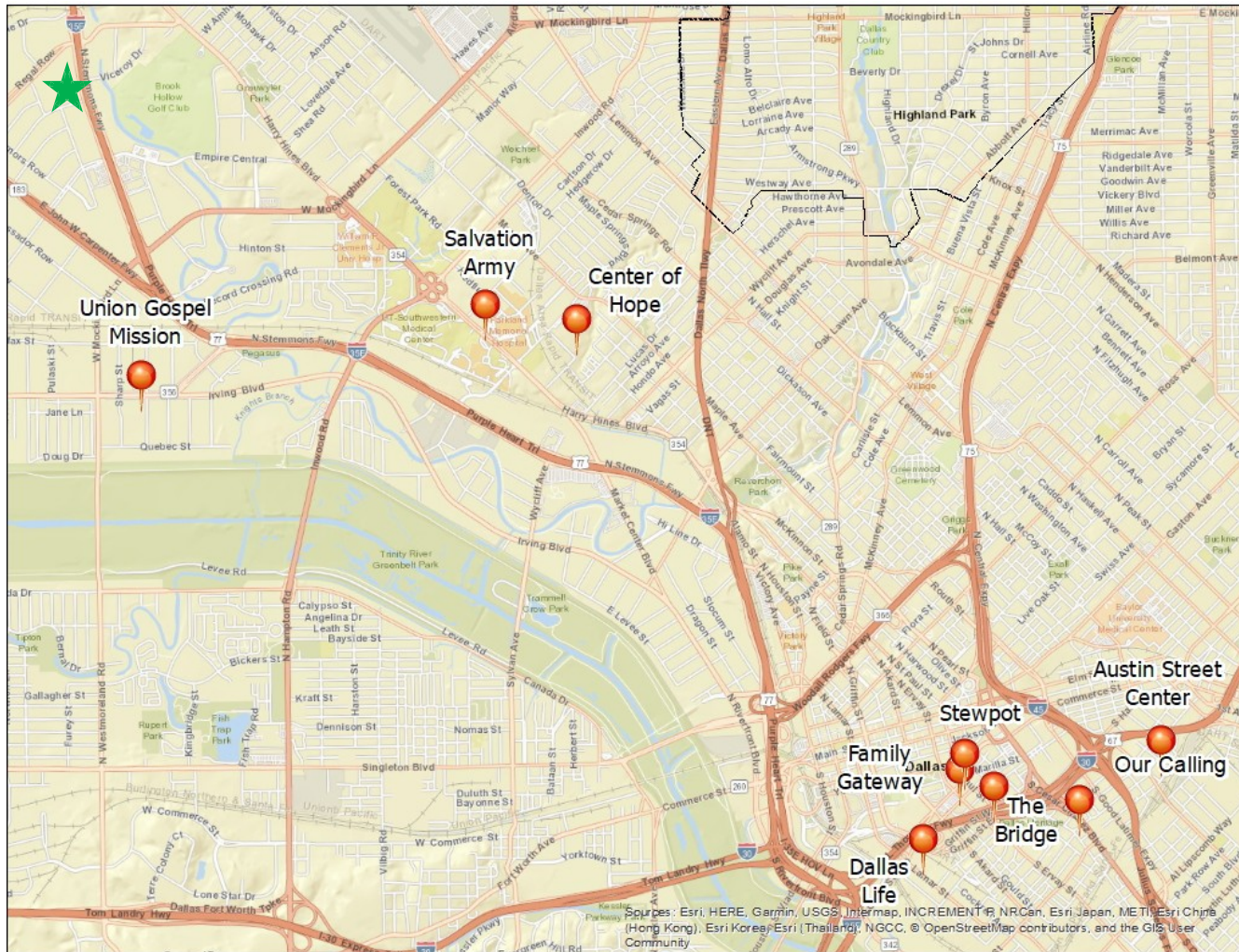
*ISSUE: Site is zoned residential; too expensive*

- Owners seeking additional residential development
- High cost of land purchase

***ALL THESE SITES WOULD STILL REQUIRE REZONING***

## 8625 N. STEMMONS FREEWAY

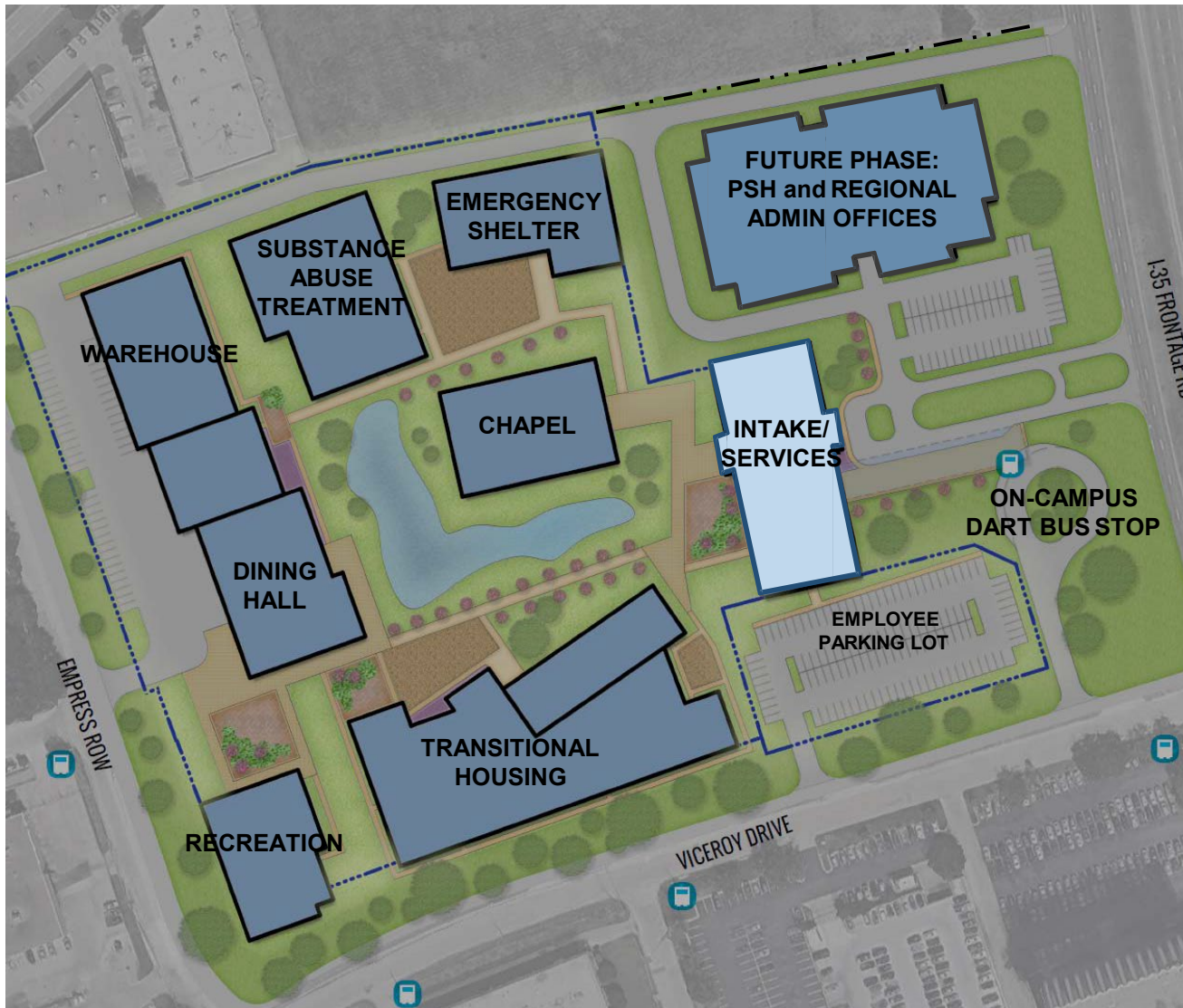
# The Salvation Army's Proposed Homeless Facility





# SERVICES PROVIDED:

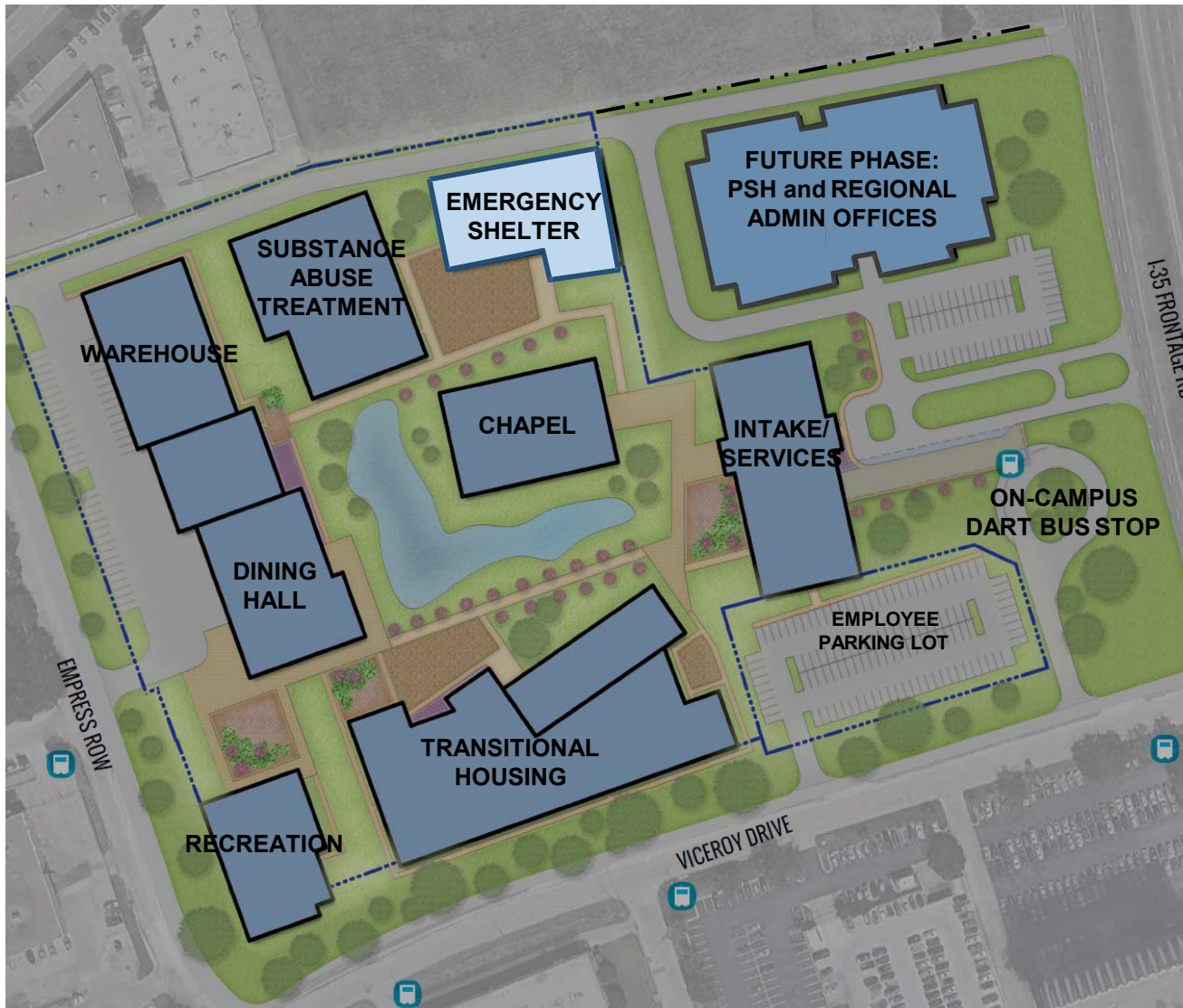
## Intake / Services



- Intake/Services is initial entry point to campus and primary location for campus services
- Centralized intake
- Caseworker assessment
- Parkland Medical Clinic
- Mental Health Clinic
- Childcare
- Job Training
- Homeless Prevention

# SERVICES PROVIDED:

## Emergency Shelter

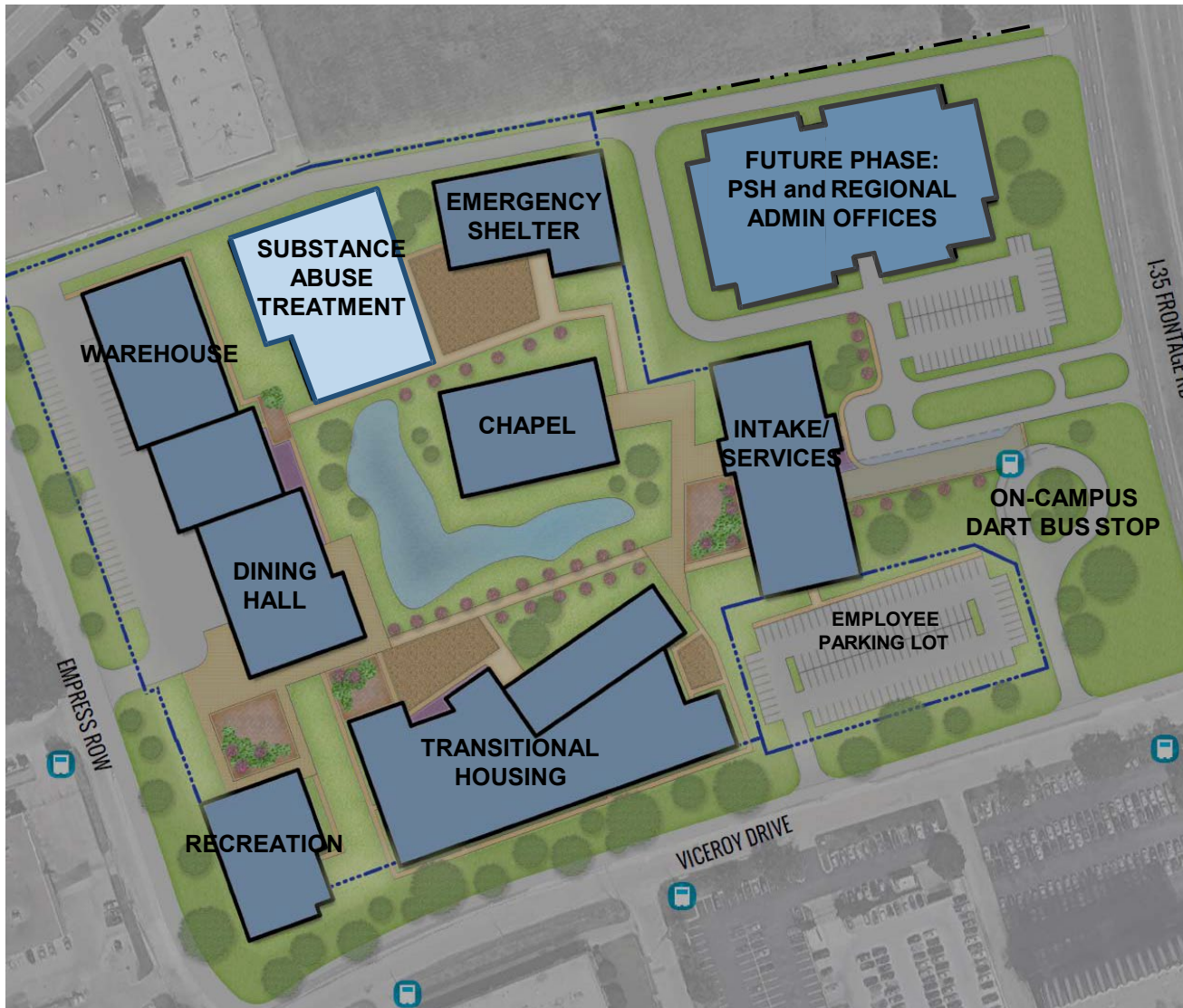


- The Emergency Shelter provides overnight sleeping accommodations and temporary shelter for the homeless
- 150 beds
- Serves men, women, and families
- 90-day program
- Unlike current facility, clients are NOT required to leave during the day



# SERVICES PROVIDED:

## Substance Abuse Treatment

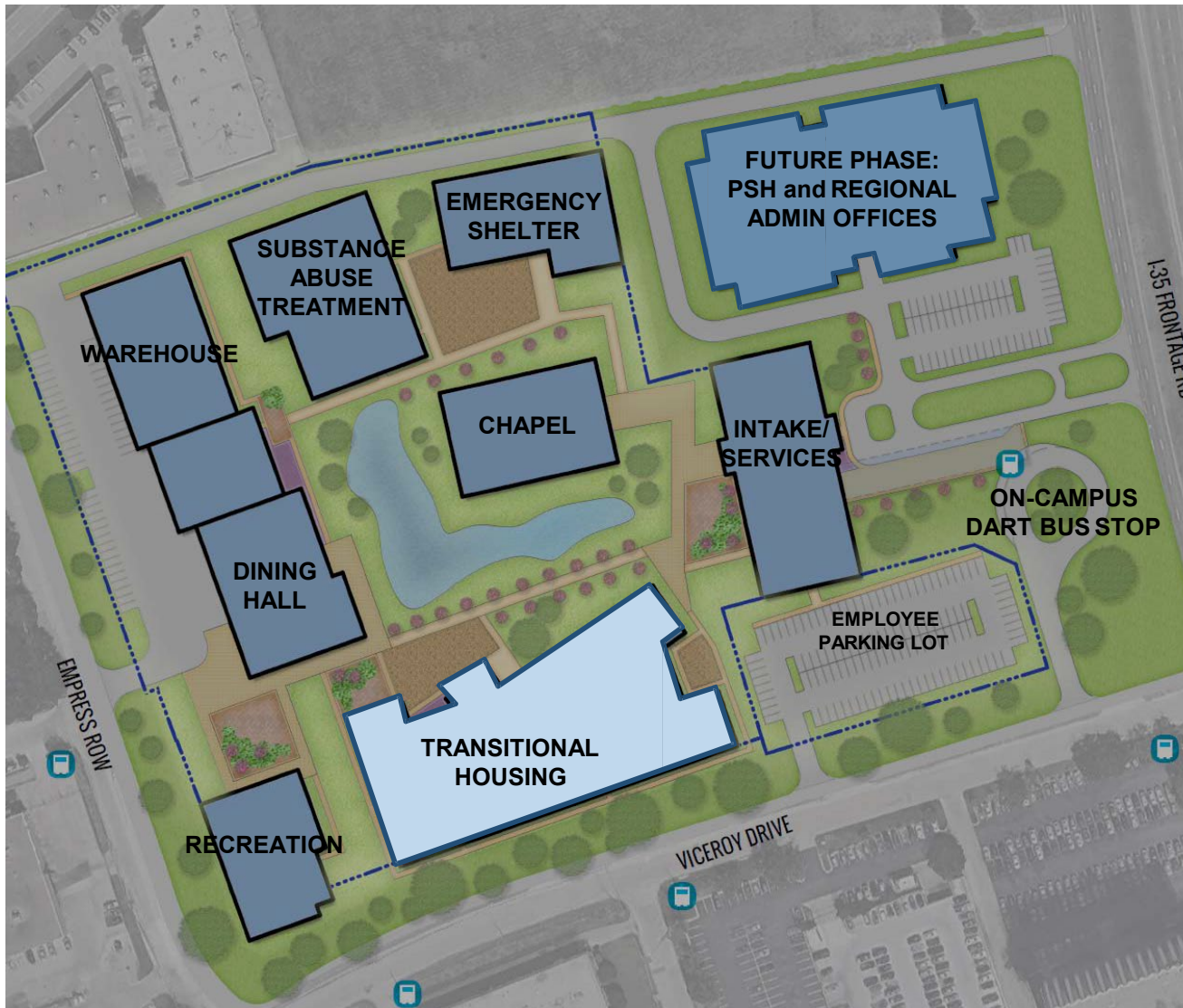


- The Substance Abuse Treatment Program serves men and women who have successfully completed drug treatment at a correctional facility
- Serves primarily low-income (not homeless) individuals
- 150 beds / overnight facility
- 90-day program
- Treatment 7am - 9pm
- 70% have day jobs and engage in treatment before/after work



# SERVICES PROVIDED:

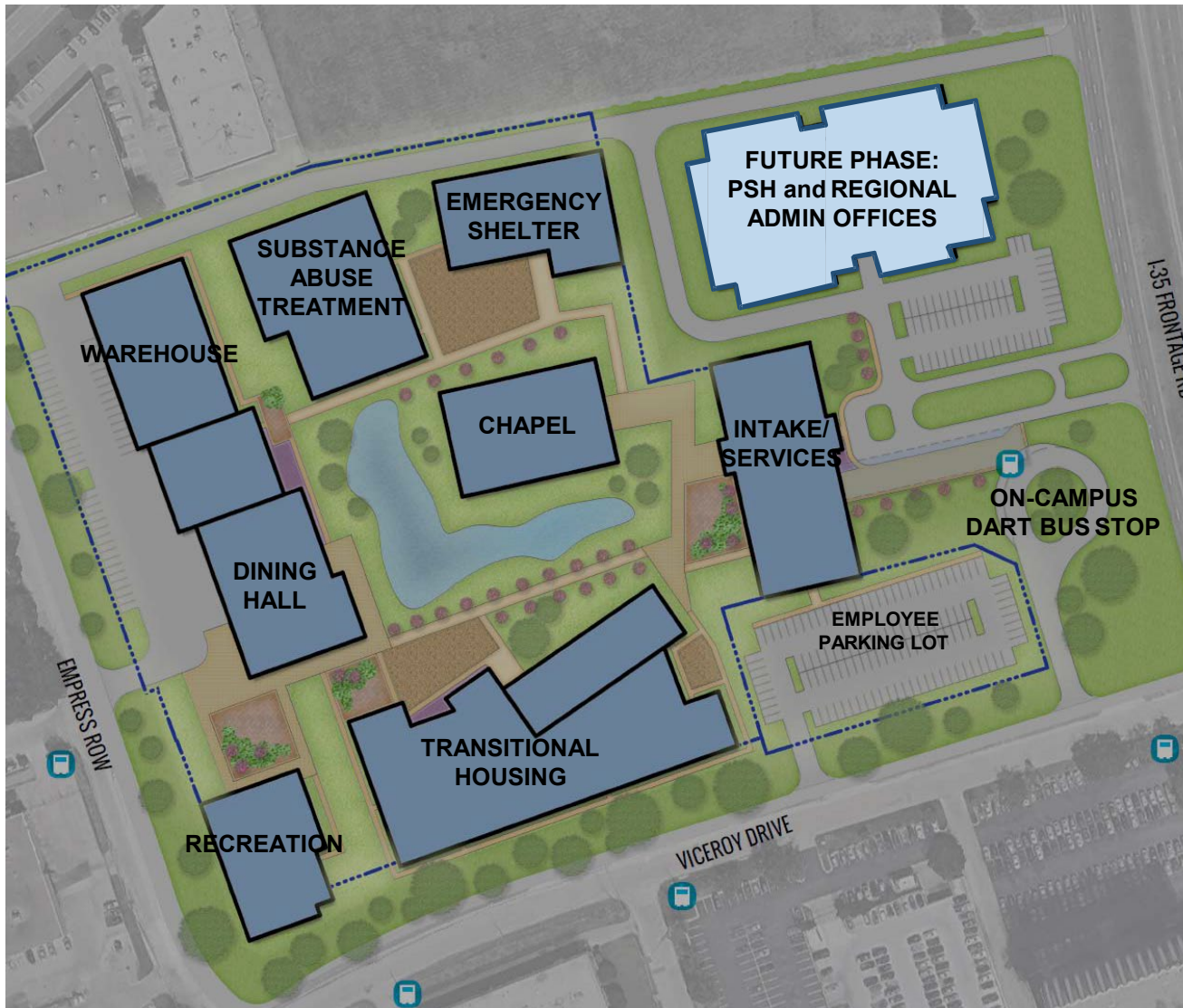
## Transitional Housing



- Transitional Housing provides housing and support services to transition residents from homelessness to independent living
- Overnight facility
- 250 units for single adults
- 20 units for families
- Up to 1-year program

## FUTURE PHASE:

# Permanent Supportive Housing & Admin

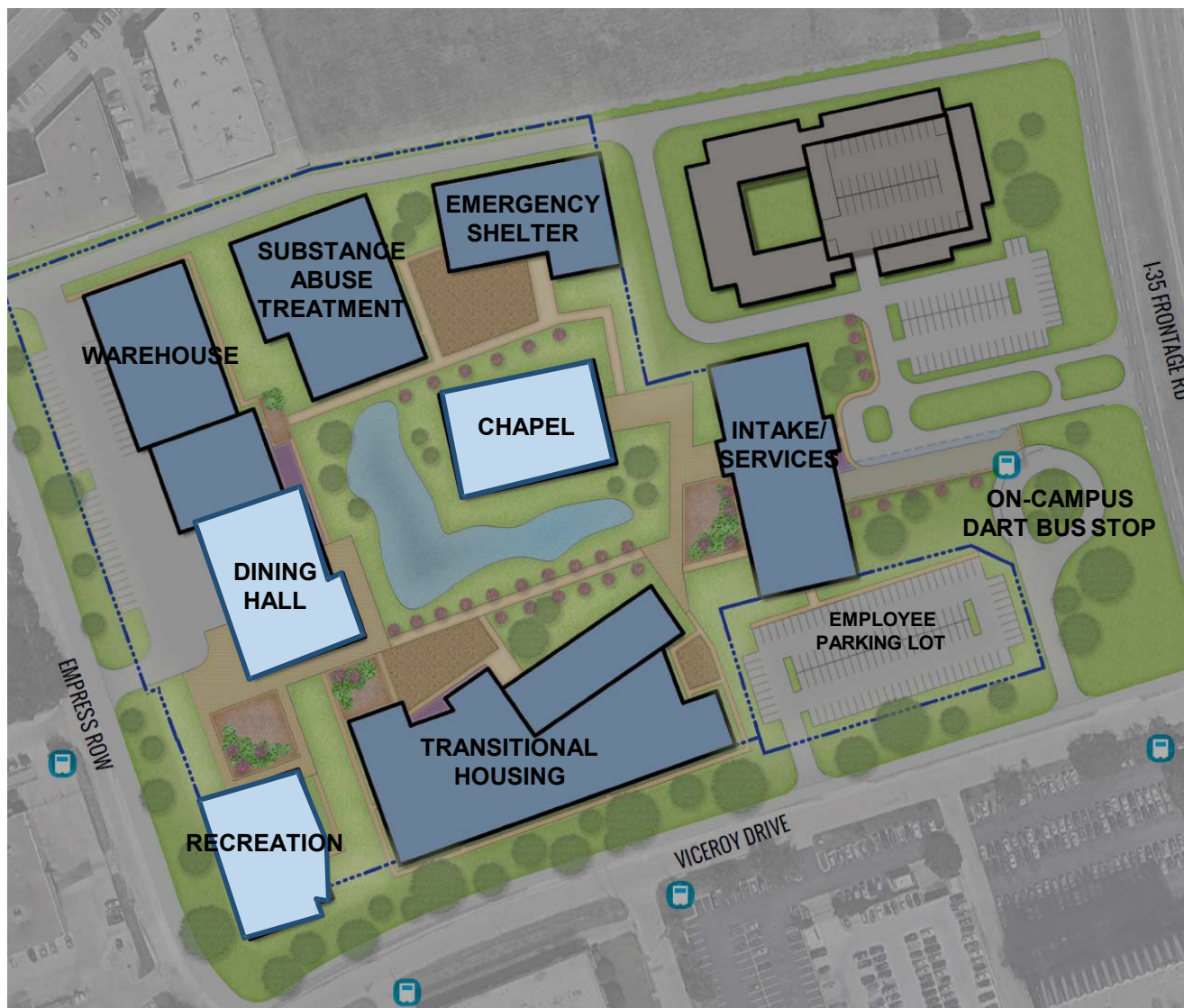


- Permanent Supportive Housing, or “PSH,” is affordable housing that comes attached with support services. Renters pay reduced rent.
- 100 one-bedroom apartments for single adults (seniors and veterans)
- Serves individuals with disabilities
- Provides assistance with case management and health services



## SERVICES PROVIDED:

# Dining Hall, Chapel and Recreation



- Dining Hall serves meals to all residential clients
  - Seats 450
  - 3 meals/day
  - Meals served by volunteers
- Chapel offers voluntary church services and Bible study
- Recreation Facility offers a gym, basketball courts, and health and wellness classes

# The Salvation Army Zoning Request

## **ADDITIONAL USES REQUESTED**

- Transitional housing
- Permanent supportive housing
- Substance abuse treatment

## **BENEFITS OF NEW FACILITY**

- 30% increase in beds for homeless in Phase 1
- Significantly expand services to the homeless
- Onsite access to public transit
- Double the number of homeless individuals who will secure permanent housing

# Needs of Homeless Facility vs. Dallas Zoning

Homeless Services	Corresponding City of Dallas Land Use	Single Family							D/TH			Multifamily						Office						
		A(A)	R-1ac(A)	R-1/2ac(A)	R-16(A)	R-13(A)	R-10(A)	R-7.5(A)	R-5(A)	D(A)	TH(1-3)(A)	CH	MF-1(A)	MF-1(SAH)	MF-2(A)	MF-2(SAH)	MF-3(A)	MF-4(A)	MH(A)	NO(A)	LO(A)	MO(A)	GO(A)	
<b>Commercial and Business Service Uses</b>																								
Vocational job training	Technical School																							
<b>Institutional and Community Service Uses</b>																								
Daycare	Child-care facility	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	L	L	L	L		
Substance abuse treatment	Convalescent and nursing homes	S								S	S	R	R	R	R	R	R							
<b>Lodging Uses</b>																								
Emergency shelter	Overnight general purpose shelter																			★	★	★		
<b>Office Uses</b>																								
Medical clinic	Medical clinic																			●	●	●	●	
Administrative Offices	Office																			●	●	●	●	
<b>Recreation Uses</b>																								
Recreation area	Private recreation center	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S		S	S	S	●	
<b>Residential Uses</b>																								
Transitional Housing	Group residential facility											★	★	★	★	★	★	★						
Permanent Supportive Housing	Multifamily											●	●	●	●	●	●	●					RC	

- Key
- - Permitted by Right
  - S - Permitted by SUP
  - L - Permitted by Right as a Limited Use
  - RC - Permitted as a Restricted Component
  - ★ - Additional Use Regulations

# Needs of Homeless Facility vs. Dallas Zoning

Homeless Services	Corresponding City of Dallas Land Use	Retail			Com./Ind.			Cntrl.		Mixed Use					Multiple Com.				Urban Cor.				
		NS(A)	CR	RR	CS	LI	IR	IM	CA-1(A)	CA-2(A)	MU-1	MU-1(SAH)	MU-2	MU-2(SAH)	MU-3	MU-3(SAH)	MC-1	MC-2	MC-3	MC-4	UC-1	UC-2	UC-3
<b>Commercial and Business Service Uses</b>																							
Vocational job training	Technical School		•	•	•	•	•	•	•	•													
<b>Institutional and Community Service Uses</b>																							
Daycare	Child-care facility	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Substance abuse treatment	Convalescent and nursing homes								•	•	R	R	R	R	R						•	•	•
<b>Lodging Uses</b>																							
Emergency shelter	Overnight general purpose shelter		★	★	★	★	★		★	★			★	★	★	★	★	★	★	★			
<b>Office Uses</b>																							
Medical clinic	Medical clinic	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Administrative Offices	Office	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
<b>Recreation Uses</b>																							
Recreation area	Private recreation center	S	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
<b>Residential Uses</b>																							
Transitional Housing	Group residential facility								★	★	★	★	★	★	★						S	S	S
Permanent Supportive Housing	Multifamily								•	•	•	•	•	•	•						•	•	•

- Key
- - Permitted by Right
  - S - Permitted by SUP
  - L - Permitted by Right as a Limited Use
  - RC - Permitted as a Restricted Component
  - ★ - Additional Use Regulations