

# Supportive housing

Reducing zoning barriers

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**Background**

- 2006: Journal-Sentinel investigation spotlights problems
- Investigation cited illegal group homes, squalid conditions, neglect, exploitation



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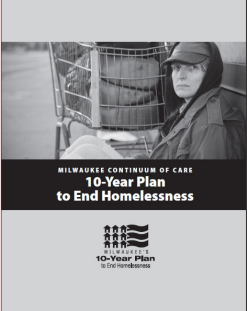
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**Background**

- 2007: Special Needs Housing Action Team recommends Supportive Housing development as a way to address needs
- 2010: Continuum of Care publishes "10-Year Plan to End Homelessness"
- 2010: Council endorses plan, commits City to develop strategies to implement plan



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**Strategies for City support**

- ✓ Make property available for supportive housing development
- ✓ Provide financial support
- ✓ Review land use regulations that impact housing for individuals at risk of homelessness

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**Land use regulation review**

- Multi-family buildings
  - On-site support services for residents
- Individual housing units
  - Services support independent living
- Rooming houses
  - Congregate living
  - Room and board
- Transitional living facility
  - Residential treatment/recovery/supervision

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**Today's file**

- Reduce zoning barriers to supportive housing by:
  - Adjusting density and parking requirements for multi-family supportive housing settings
  - Simplifying service delivery at individual housing units
  - Minor changes to transitional living requirements

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**An additional step**

- Create certification program for individual supportive housing units
  - Incentivize improved operations
  - Cooperation with Milwaukee County Behavioral Health Division

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**Multi-family permanent supportive housing**

- Independent living with case management and peer support on site
- An environment conducive to recovery
- Reduces public costs
- Research: No negative impact on property values



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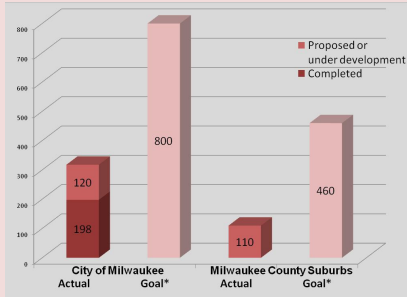
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**10-Year Plan goals for permanent supportive housing**

- City of Milwaukee
  - 800 new units
- Milwaukee County suburbs
  - 460 new units



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**Zoning barriers**

- Density standards
  - In-fill development on small lots
  - Units typically very small (500 – 600 SF)
  - Threshold # of units required to provide on-site support
- Parking standards
  - Very low income residents; minimal car ownership
- BOZA approval or rezoning required when projects can't meet these standards, adding time and expense to project

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**An extreme example  
Hawley Ridge Apartments (2001)**



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United House  
United Christian Church  
Cardinal Capital  
25<sup>th</sup>/Center, LB2 zoning

Proposed: 24 units,  
minimal parking  
Required: Maximum 20  
units, at least 16 parking  
spaces.

Result: [Planned  
Development](#) approval  
required (24 units and 17  
parking spaces)

Opened 2008



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**United House (Data)**  
**United Christian Church**  
**Cardinal Capital Management**

Opened: 2008  
 Units: 24 units  
 Parking : 17 spaces  
 Approval Process:  
 Planned development  
 Parcel: 16,500 s.f.  
 Density: Over 600 s.f.  
 of lot area per unit  
 Previous zoning standards: LB2  
 Density : 800 s.f. (20 units)  
 Parking: 2 spaces per 3 units  
 (16 spaces)



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**Empowerment Village – Lincoln**  
**Our Space**  
**Cardinal Capital Management**  
**5<sup>th</sup> and Lincoln/ LB2 zoning**

Proposed: 30 units, 12 parking spaces  
Required: Maximum 23 units, at least 20 parking spaces  
Result: [Planned Development](#)

Opening 2011



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**Empowerment Village – Lincoln (Data)**  
**Our Space**  
**Cardinal Capital Management**

Opening: 2011  
 Units: 30 units  
 Parking: 12 underground  
 Approval process: Planned development  
 Parcel: 18, 614 s.f.  
 Density: Over 600 s.f.  
 of lot area per unit  
 Previous zoning standards: LB2  
 Density standard: 800 s.f. (23 units)  
 Parking: 2 spaces per 3 units (20 spaces)



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Capuchin Apartments  
 St. Benedict the Moor Community Meal  
 Heartland Housing, Inc,  
 2501 W. Fond du Lac Ave./LB2 zoning

- **Proposed:** 38 units, 10 parking spaces
- **Required:** Maximum 20 units, at least 25 parking spaces
- **Result:** [Planned Development](#)
- **Opening:** 2011



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Capuchin Apartments (Data)  
 St. Benedict the Moor Community Meal  
 Heartland Housing, Inc

- **Opening:** 2011
- **Units:** 38 units
- **Parking:** 10 spaces
- **Approval process:** Planned Development
- **Parcel:** 16,469 s.f.
- **Density:** Over 400 s.f. of lot area per unit
- **Previous zoning standards :** LB2
- **Density** 800 s.f. (20 units)
- **Parking:** 2 spaces per 3 units (25 spaces)



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**Proposed zoning changes**  
**Multi-family supportive housing**

- Define new land use: Permanent supportive housing
- Use multi-family design standards, EXCEPT:
  - Allow more units per land area
  - Allow fewer parking spaces
- **Result:** Reduce time, expense and land required to build PSH

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**Individual supportive housing units**

- Independent living within any housing unit
  - Tenants receive support services at home
- County: 450 BHD Shelter+Care units
  - 79% in city, 21% suburbs
- State-sponsored corrections units




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**Zoning barriers**

- Zoning ordinance calls individual unit “transitional living facility” if unit is occupied by 3 disabled people living independently who need occasional services
- TLF always requires BOZA approval
- City ordinance allows any 3 unrelated people to occupy a housing unit
- BOZA requirement discourages support services at units occupied by 3 people
- Residents would be better neighbors if they received support services, but they aren’t getting them

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**Proposed ordinance changes  
Individual supported housing units**

- Eliminate BOZA regulation of individual supported housing units with 3 or fewer residents
  - Today’s file would accomplish this
- Establish voluntary certification and inspection program for individual supported housing units
  - Annual inspection
  - Contact information for neighbors
  - Partnership with Milwaukee County housing division

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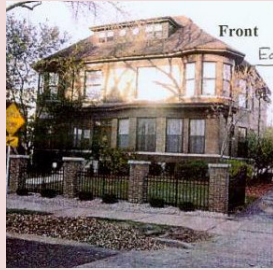
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**Transitional housing**

- Supervised, residential treatment program
- No state license
- Limited duration tenancy
- Sample program types
  - Substance abuse recovery
  - Transition from homelessness to independent living
  - Readjustment to community following release from prison
- BOZA approval required



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**Proposed zoning change  
Transitional housing**

- Reduce parking requirements
- Authorize annual fire inspection in one- and two-family buildings which host transitional housing.

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**In conclusion**

- Special needs housing makes an important contribution to the well being of the community as well as the residents
- In the case of very high quality developments, the review and approval process has unnecessarily slowed development
- Improved review and inspection are still part of the approval process

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