



STAFF REPORT
The City of Oklahoma City
Planning Commission
June 12, 2025

Item No. IV. 18.

(SP-599) Application by City Care Inc. for a Special Permit to operate Use Unit 8250.7 Emergency Shelters and Feeding Sites in the I-2 Moderate Industrial District at 520 North Villa Avenue. Ward 6.

I. GENERAL INFORMATION

A. Contacts

Applicant

Rachel Freeman
City Care Inc
405-824-7290
rachel@citycareokc.org

B. Case History

This is a new application.

C. Reason for Request

The purpose of this request is to allow the operation of a “Medical Respite” emergency shelter.

D. Existing Conditions

1. Size of Site: 0.77 Acres (33,640.48 Sq. Ft.)

2. Zoning and Land Use

	Subject Site	North	East	South	West
Zoning	I-2	I-2 / SP-521	PUD-679	I-2	I-2
Land Use	Auto Repair	Night Shelter	Residential	Warehouse	Auto Repair

3. Comprehensive Plan Land Use Typology Area: Urban – Medium (UM)

UM applies to fully urbanized areas of the city, most of which were built prior to the 1960s. Developments are expected to be larger in scale and have greater intensity and mixture of uses than developments found in UL. Development within UM areas should support efficient transit usage and provide pedestrian and bicycle access to retail, services, parks, and other destinations. Priorities for the UM areas include “infill” developments on vacant lots, rehabilitation of underutilized property, and development that supports revitalization of distressed neighborhoods.

II. APPLICANT'S PROGRAM DESCRIPTION

Program Description

City Care is proposing a 40-bed medical respite shelter for individuals experiencing homelessness who are being discharged from local hospitals and need a safe, stable place to recover from illness or injury. Medical respite is short-term residential care that allows individuals to rest, receive clinical oversight, and recover in a dignified environment when they do not require hospital-level care, but are too sick to recover on the streets or in a traditional shelter.

This program is not a drop-in or emergency shelter. Guests will arrive via referral from hospitals or medical providers and will have a specific medical recovery plan during their stay.

Number of Participants

The shelter will house a maximum of 40 guests at any one time. Each guest will be enrolled in the program with a defined length of stay, determined by medical need and recovery plan (average: 30-45 days).

Staffing and General Duties

The program will operate 24/7 with on-site staff at all times, including:

- Case Managers (Day): Coordinate discharge planning, service referrals, housing navigation, and benefits enrollment
- Medical Oversight (Day): Licensed Nurse on-site during daytime hours to monitor patient care and support medication management
- Shelter Advocates (24/7): Provide supervision, de-escalation, and trauma-informed support to ensure a safe and structured environment
- Facilities Staff: Ensure cleanliness, laundry service, food delivery, and general maintenance
- Staff-to-guest ratio will exceed 1:10 during daytime hours, with a minimum of two staff members on-site at all times, including overnight.

Participant Supervision and Behavior Expectations

All participants must agree to a code of conduct and follow behavioral expectations consistent with recovery and shared community living. The program is supervised 24/7, and guests must check in and out for any appointments offsite. No walk-up access is allowed-guests are admitted by referral only.

Security measures include:

- Controlled entry/exit
- Staff presence at all times

- Visitor policy limited to medical or casework personnel only
- Security cameras in common areas and exterior grounds

Mitigating Impacts to Surrounding Land Use

City Care is committed to being a good neighbor and minimizing any disruptions:

- Secure Entry: Guests cannot access the shelter unless formally enrolled and admitted. There is no loitering or open campus.
- Perimeter Design: Fencing and landscaping will support safety and privacy for guests and neighbors alike.
- Transportation Coordination: Most guests will arrive via hospital transport or staff coordination. No large influxes of foot traffic are anticipated.
- Waste and Noise Control: Facilities staff will manage all waste, and quiet hours will be enforced after 9:00 p.m.
- Good Neighbor Policy: We will proactively provide contact information to nearby property owners and remain available to address concerns as they arise.

Conclusion

This medical respite program provides a critical public health solution, aligning with best practices in health care and homeless services. It is intentionally designed to be low-impact, highly supervised, and dignified, helping reduce hospital readmissions, ease strain on emergency services, and support long-term stability for some of our community's most vulnerable neighbors.

III. GENERAL STANDARDS

All special permit uses shall satisfy the following general standards:

- 1) The proposed use shall conform to the policies of the adopted Comprehensive Plan.
- 2) The proposed use shall not adversely affect the use of the neighboring properties.
- 3) Pedestrian and vehicle traffic generated will not be hazardous or in conflict with the existing and anticipated traffic in the neighborhood.
- 4) Adequate utility, drainage, parking, loading, signs, access, and other necessary public facilities to serve the proposed use shall meet the adopted codes of the City.
- 5) The site shall front or have direct access to a street having adequate right-of-way and improvements to support the traffic generated by the proposed use.

- 6) The City Council may impose specific conditions regarding location, design, and operation to assure safety, to prevent a nuisance, and to control the noxious effects of excessive sound, light, odor, dust, or similar conditions. Such conditions may include:
- a. A requirement that all machinery and facilities be located within an enclosed building; or
 - b. A requirement that certain areas be screened from view of surrounding neighborhoods; or
 - c. A limitation on intensity of lights or hours of operation; or
 - d. Similar measures designed to protect the public interest.

IV. ADDITIONAL SPECIFIC STANDARDS

- A. The application shall address: a description of the type of program proposed, the number of participants that would be in the program at one time, the number of staff that would be associated with the program and their general duties, the type of supervision that will be provided for the participants in the program, the means to mitigate any impact upon the surrounding land uses from the operation of the program, and the behavior of the participants in the program.

Reference Section II above and Exhibit C – Program Description

- B. Staff in its report to the Planning Commission and the City Council shall identify other uses in the following use units within one mile of the proposed facility: Domestic Violence Shelters (59-8250.6), other Emergency Shelters and Feeding Sites (59-8250.7), Forced Detention or Correction Facilities (59-8250.8), Residential Facilities for Dependent and Neglected Children (59-8250.17), Residential Facilities for Drug or Alcohol Treatment Centers (59-8250.18), and Transitional Mental Health Residential Facilities (59-8250.19). Staff shall provide the appropriate data and information to aid in deliberations of the Planning Commission and City Council.

Emergency Shelters and Feeding Sites (59-8250.7)

1729 NW 3rd Street
Homeless Alliance

2100 NW 10th Street
The Salvation Army Center of Hope

*532 North Villa Avenue
City Care Night Shelter*

Forced Detention or Correction Facilities (59-8250.8)

*400 South May Avenue
Oklahoma Re-Entry Opportunity Center (Pre-Release Center)*

*1940 Linwood Boulevard
OKC Metro Alliance (Public Inebriate Alternative)*

C. The inordinate concentration of these use units is discouraged and locations dispersed throughout the community are promoted. The City Council shall determine whether an inordinate concentration of these uses would result from establishment of an additional such use in the particular area. In determining whether an inordinate concentration would result in a negative impact to the surrounding community from approval of a particular application, the City Council shall consider all facts and circumstances relating to the application and areas surrounding the proposed site, including, but not limited to, the differences or similarities in existing uses among these use units and the compatibility or incompatibility of such uses in the particular area.

V. REVIEW COMMENTS

This application was submitted to the following agencies, departments, and/or divisions for review and comment. An asterisk * indicates that the agency, department, and/or division responded with no adverse comments.

A. Outside Agencies

- 1. Oklahoma City-County Health Department (OCCHD)**
- 2. Oklahoma City Urban Renewal Authority (OCURA)**
- 3. Oklahoma Gas and Electric (OGE)**
- 4. Oklahoma Water Resources Board (OWRB)**
- 5. School District Oklahoma City**
- 6. Oklahoma Department of Transportation (ODOT)**

B. City Departments

- 2. Airports**
- 3. Central Oklahoma Transportation and Parking Authority (COTPA)**
- 4. Fire (OCFD)***
- 5. Information Technology/Geographic Support (IT/GIS)**
- 6. Parks and Recreation**
- 7. Police (OCPD)**
- 8. Public Works**

a. Engineering

Storm Sewer Availability

1. The Public Works Engineering staff has reviewed the subject application. All development, new construction, and/or substantial improvements planned within the proposed area shall be subject to the applicable requirements of the Oklahoma City Municipal Code, as amended.
2. Storm sewers, in accordance with the City of Oklahoma City's Drainage Ordinance, will be required. For developments abutting section line roads where rainfall-runoff exceeds the capacity of the City of Oklahoma City's standard ditch detail, the installation of enclosed storm sewers and/or concrete channels will be necessary. These improvements must be positioned to provide a minimum clearance of 35 feet from the centerline of the section line road. Concrete channels must be located entirely outside the public right-of-way.
3. Plans for drainage improvements within private drainage easements and/or common areas must be submitted for review. Building permits will not be issued until construction is complete. For subdivisions abutting a stream, private drainage easements and/or common areas along the stream must, at a minimum, encompass the entire FEMA-mapped Zone AE and floodway within the limits of the development.
4. Maintenance of the common areas, private drainage easements, and islands/medians shall be the responsibility of the Property Owners Association and/or the adjacent property owners. No structures, storage of material, grading, fill, or other obstructions, including fences, either temporary or permanent, that

shall cause a blockage of flow or an adverse effect on the functioning of the storm water facility, shall be placed within the drainage related common areas and/or drainage-easements shown. Certain amenities such as, but not limited to, walks, benches, piers, and docks, shall be permitted if installed in a manner that meets the requirements specified above.

5. Drainage easements shall be clearly designated as either public or private in the owner's dedication, on the plat, and/or in the plat notes.
6. Sediment and erosion control measures shall be provided for any construction in accordance with Oklahoma Statutes Title 27A, OAC 606 - OPDES Standards, and the City of Oklahoma City Municipal Code, as amended.

A City of Oklahoma City Land Disturbance Permit and an ODEQ Construction Permit are required for land disturbance activities exceeding one (1) acre, as specified by the above-referenced regulations. Additionally, a City of Oklahoma City Land Disturbance Permit is required for any construction activity, regardless of the amount of land disturbed, unless exempt under the ordinance.

7. Sidewalks shall be installed for all new construction in accordance with the Municipal Code. Any new sidewalks or repair/replacement of existing sidewalks shall be provided in accordance with the City of Oklahoma City Municipal Code and ADA requirements at the time of construction.
8. All private roads and streets shall have a private storm sewer system.
9. Sidewalks along N Villa Ave will be required at the time of any new construction on this site. Sidewalks must conform to all policies and regulations of the City of Oklahoma City and the ADA.

9. Stormwater Quality Management

10. Traffic Services*

11. Utilities

- a. **Solid Waste Management ***
- b. **Water Availability ***
- c. **Wastewater Availability ***

12. Planning

- a. **Comprehensive Plan Considerations**
 - 1) **LUTA Development Policies:**

Automobile Connectivity:

- Primary entrance points should be aligned with access points immediately across the street.

The subject site is currently served via one improved access along North Villa Avenue, which is located across from a drive serving the property across North Villa Avenue to the west. The Special Permit application does not contemplate changes to automobile connectivity on the site. The Program Description for the Special Permit describes that most guests will arrive via hospital transport or staff coordination. The conceptual plan for the development illustrates access would remain via the existing drive along North Villa Avenue.

Pedestrian Connectivity:

- Provide sidewalk connections to nearby uses.

Sidewalks are not currently available on the subject site. The Special Permit application does not contemplate changes to pedestrian connectivity on the site. The Program Description for the Special Permit describes that most guests will arrive via hospital transport or staff coordination and no large influx of foot traffic is anticipated. The conceptual plan for the development illustrates sidewalks along North Villa Avenue.

- 2) Compatibility:** The comprehensive plan includes a land use compatibility matrix used to identify potential conflicts between major land use categories. Projects in higher intensity LUTAs (UM) may be more appropriate for significant transitions of density, scale and mass. *The proposed Special Permit would allow a medical respite shelter on the site. Guests will arrive via referral from hospitals or medical providers and have a specific medical recovery plan during their stay. The proposed program is not a drop-in or emergency shelter. The Zoning Code requires specific standards for Special Permit Uses.*
- 3) Transportation System:** This site is located along the east side of North Villa Avenue, a Major Connector Street in the Urban Medium LUTA. The nearest transit (bus) service is located along General Pershing Boulevard. According to Streetlight data, last collected in 2022, North Villa Avenue had 4,617 average daily trips, with a capacity of 22,000.

b. Plan Conformance Considerations

The purpose of this Special Permit application is to allow a medical respite shelter along the east side of North Villa Avenue, between General Pershing Boulevard and NW 4th Street, within the Urban Medium LUTA. The site is located behind (south of) the Night Shelter and is currently developed with a vacant structure and zoned I-2. The parcel is under common ownership (City Care) with land to the north and east. The site and application can meet the specific standards for the

Emergency Shelters and Feeding Sites use. The Special Permit is subject to the provided Program Description.

IV. STAFF RECOMMENDATION

Staff recommendations are advisory only and do not constitute Planning Commission decisions. Staff recommendations are based on a technical evaluation of information submitted at the time of review. Determination of conformance with policies contained in the comprehensive plan is the purview of the Planning Commission. Planning Commission decisions require a vote of five members to approve or deny an item. The Planning Commission may consider in its decision-making process any additional relevant information presented at the public hearing by the public, applicant, and/or City departments.

If approved, subject to the following Technical Evaluation:

1. The operation shall conform with Exhibit C, Program Description.

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