



STAFF REPORT

Planning Commission Meeting: July 28, 2025

Application:	SU25-0002: Special Use Permit for a Homeless Shelter with a Preliminary Site Development Plan for the Salvation Army Family Lodge Expansion
Location:	Northeast of E. Santa Fe Street and N. Woodland Road
Owner:	Lt. Nate Woodard, Salvation Army
Applicant/Engineer:	Matt Schlicht, Engineering Solutions
Staff Contact:	Nathan Jurey, AICP, Senior Planner

Site Area: 1.01 acres
- 0.80 acres existing **Zoning:** RP-4 (existing) & R-4 District (proposed) See Case RZ25-0006 in this agenda
- 0.21 acres new

Proposed Use: Homeless Shelter **Plat:** Cornwall & Barton's Addition to Olathe

Dwelling Units 18 Units
(14 existing & 4 new)

	Plan Olathe Land Use Category	Existing Use	Existing Zoning
Site	Urban Center / Downtown	Homeless Shelter	RP-4 (existing) & R-4 (proposed)
North	Urban Center / Downtown	Single-Family Residences	R-1
South	Urban Center / Downtown	Religious Institution & Social Services	CP-2
East	Urban Center / Downtown	Single-Family Residence, Religious Institution & Social Services	R-5 & CP-2
West	Urban Center / Downtown	Single-Family Residence, Event Space, & Social Services	C-2

1. Introduction

The Salvation Army is requesting special use approval of the homeless shelter use with a preliminary site development plan to expand their existing family shelter from 14 units to 18 units. The applicant provided a Statement of Purpose describing the requested special use, which is included in the agenda packet. The subject 1.01-acre property is located northeast of Woodland Road and Santa Fe Street. Also included in this agenda packet is a separate request to rezone (RZ25-0006) a portion of this property to the R-4 District to allow Salvation Army to pursue special use approval of this use, as this use is not permitted in the current CP-2 District zoning. Special use applications are reviewed by the Planning Commission for a public hearing and recommendation and are subject to City Council approval.

2. History

The subject 1.01-acre property was originally platted as part of the *Cornwall & Barton's Addition to Olathe* in 1883 and residential buildings were constructed on the property around the 1950s. The property was zoned to the C-3 and R-5 Districts in 1970 (Ord. 346-C) and rezoned to the CP-2 District in 2010 (Ord. 10-20, RZ-09-012) for the Salvation Army Chapel Addition project. The existing homes were demolished around 2010 as part of the project for the chapel addition to the main Salvation Army building located east of the subject property. In 2012, the northern 0.80 acres of the subject property was rezoned to the RP-4 District (Ord. 12-14, RZ12-0003) and a special use (Res. 12-1046, SU12-0005) approved for the existing Salvation Army Family Lodge.

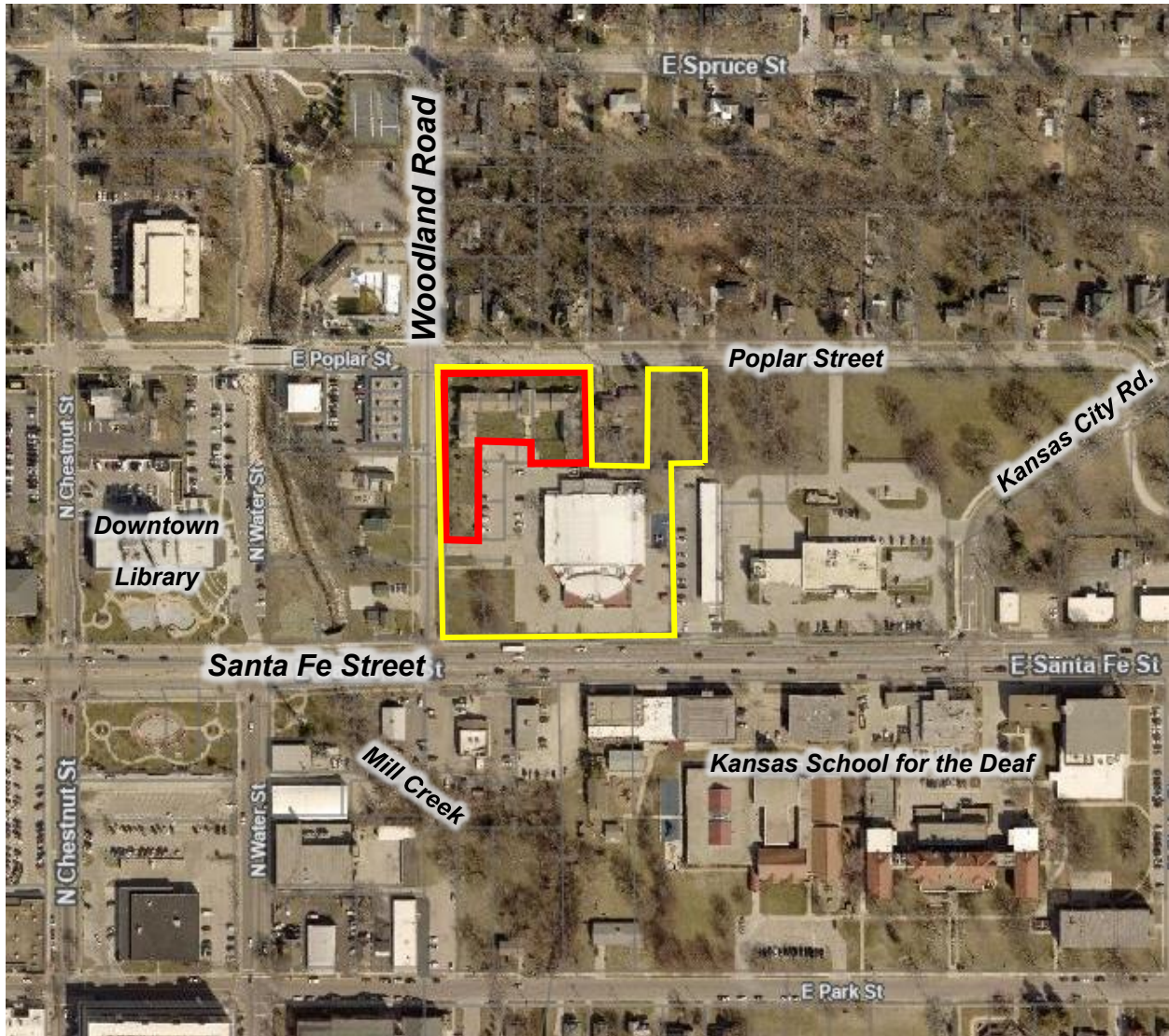
The subject property is part of Salvation Army's larger campus, and includes their main building for church services, daycare, and social service programs. The main building was constructed in 1966 for Safeway Grocery and the Salvation Army purchased the property in 1982. The Salvation Army originally started their transitional housing program in 1995 in the former Motor Coach Inn, at the corner of Woodland Road and Santa Fe Street. That building was demolished and replaced with their current 14-unit Salvation Army Family Lodge in 2012.

3. Existing Conditions

The northern portion of the subject property includes the existing 14-unit Salvation Army Family Lodge, which is a single-story building with sloped roofs and is predominantly clad with red brick and horizontal lap siding. The southern portion is a relatively flat yard area with no existing buildings. Within the 1.01-acre property, there is an existing community garden and trees and shrubs located along the streets. Overhead power lines and underground sanitary sewer lines bisect the northern and southern portions of this property.



View of subject property looking northeast from Woodland Road at the driveway entrance.



Subject property outlined in red and overall Salvation Army campus in yellow.

4. Zoning Standards

The property is subject to the conventional standards of the R-4 District found in Column 1 of UDO 18.20.100. The following is a summary of the applicable land use and dimensional standards.

- a. **Land Use** – The Salvation Army Family Lodge is categorized under the homeless shelter land use, which requires special use approval in the R-4 and RP-4 Districts per UDO 18.20.500. The existing shelter received special use approval in 2012 and the proposed expansion must also receive special use approval.

Staff reviewed the Statement of Purpose, included in the agenda packet, which describes the proposed use submitted and found that the use as described is more residential in nature and compatible with the nearby residential uses. Additionally, the adjacent social service uses complement the shelter by providing services for its residents. Staff supports the request to expand the existing homeless shelter and further analysis through the Golden Criteria is provided in Section 11 of the report.

- b. **Density** – The proposal complies with the maximum density of 18 dwelling units per acre with the proposed 18 total units on this 1.01-acre property.
- c. **Building Height** – The proposed one-story buildings are 13 feet tall, complying with the maximum building height of 3 stories and 40 feet allowed in the R-4 & RP-4 Districts.
- d. **Setbacks** – The proposed building is setback 29 feet from Woodland Road, which is consistent with the existing homeless shelter building and complies with the minimum front yard setback of 20 feet required in the R-4 District. No changes to the existing building are proposed and setback requirements do not apply between the proposed building and the main Salvation Army campus as the entire property is under single ownership.
- e. **Site Coverage** – The RP-4 & R-4 Districts limit coverage to a maximum of 60% of the site and the overall property complies as only 54% of the site is covered by impervious area.
- f. **Open Space** – The RP-4 and R-4 Districts require common and active open spaces to cover a minimum of 10% and 5% of the site respectively. The Salvation Army maintains a community orchard and garden on their overall property that provides 0.35 acres of common and active open space, exceeding the minimum requirements.

5. Original Town Overlay

The subject property is within the Original Town Overlay District, which is generally located between Harold Street and Dennis Street to the north and south and between Ridgeview Street and Parker Street to the east and west. The purpose of the Original Town Overlay District is to provide a measure of flexibility to promote development or redevelopment that is in conformity with existing conditions. The proposed development is consistent with the existing Salvation Army Family Lodge and complies with the Original Town Overlay District.

6. Development Standards

- a. **Access/Streets** – The site is accessed via Woodland Road and Santa Fe Street. No changes to the existing access are proposed and no road improvements are required with this development.
- b. **Parking** – As the entire site is under single ownership, the existing parking lot provides parking for the residential units and the functions within the main building. There are 93 existing parking spaces on the overall property and a minimum of 93 stalls are required to meet the UDO requirements established in UDO 18.30.160. Of the 93 existing stalls, 18 stalls are for the 18 residential units and 75 stalls are required to accommodate the peak parking demand of the main building, which occurs during the main church service. In general, the proposed land use generates a lower parking demand than other residential land uses.
- c. **Landscaping/Screening** – The existing trees along Woodland Road will be preserved to meet minimum street tree requirements along the new 4-unit building. A stipulation is included in staff's recommendation requiring that any trees or plantings located on the overall Salvation Army property that are dead, diseased or dying or damaged during construction must be replaced as required by UDO.
- d. **Public Utilities** – The site is served by City of Olathe water and sanitary sewer. The building will connect to the existing water line located along Woodland Road and the existing public sewer line located north of the proposed building.

7. Site Design Standards

The property is subject to Site Design Category 3 based on the Urban Center / Downtown designation in the PlanOlathe Future Land Use Map. The following is a summary of the applicable site design requirements.

- a. **Landscape Options** – The development must implement at least one (1) of the landscape options prescribed by code. The proposal includes a landscaped area planted with shrubs and trees that is 29 feet deep, exceeding the minimum requirement of a 20-foot deep landscaped area for the planted buffer option.
- b. **Pedestrian Connectivity** – At least two (2) of pedestrian connection options prescribed by code must be implemented. The proposal meets this requirement by providing a pedestrian gateway feature at the sidewalk entrance along Woodland Road and creating a cross-property connection by adding sidewalk that connects the existing family lodge building to the main campus building.

8. Building Design Standards

The proposed building is subject to the Horizontally Attached Residential Building design standards according to UDO Section 18.15.020. However, Section 18.60.020 allows the expansion of nonconforming buildings if the proposal matches the existing design and materials, is compatible with surrounding properties, and meets applicable review requirements.

The proposed building is an expansion of the existing homeless shelter use. The proposed building design is appropriate and incorporates similar materials and design features that match the existing homeless shelter facility. Additionally, the building design is consistent and cohesive with the overall Salvation Army campus and blends in with the surrounding properties. Therefore, staff supports this exception to the Horizontally Attached Residential Building design standards.

9. Public Notification and Neighborhood Meeting

The applicant sent the required public notification letters to surrounding properties within 200 feet by certified mail and posted signs on the subject property as required by UDO. Neighborhood notice was also sent to property owners within 500 feet of the property and a neighborhood meeting was held on July 7, 2025 with three (3) attendees. The applicant answered all questions about the general operations of the existing Salvation Army Family Lodge. Staff have not received any public correspondence regarding this application.

10. Time Limit

According to UDO 18.40.100.F.4, special use permits are approved for a five (5) year period unless otherwise recommended by the Planning Commission and approved by the City Council. The applicant requested approval of a 15-year time-period for the homeless shelter use and staff is supportive of this request. The existing use is well established at this location and there have been no adverse impacts cited on this property or concerns raised by surrounding property owners through consideration of this special use permit request.

11. UDO Special Use Criteria

Special use applications are reviewed against the Golden Criteria listed in UDO Section 18.40.100.F to ensure compatibility with the surrounding area. This application was reviewed against this criteria and staff's findings are detailed below.

A. ***The conformance of the proposed use to the Comprehensive Plan and other adopted planning policies.***

The proposed use, as described in the Statement of Purpose, generally aligns with the Future Land Use Map of the PlanOlathe Comprehensive Plan, which identifies the subject property as Urban Center / Downtown and also within the City Center District. The Urban Center / Downtown future land use category is envisioned as a primary business, government, and commercial hub for Olathe that is surrounded by the necessary households to make the Urban Center successful. The City Center District is a mixed-use urban area with civic, institutional, commercial, and residential uses and the proposed use aligns with this designation as it is a civic use that serves the community.

The Salvation Army is a civic institution that has been in downtown Olathe for over 40 years and has successfully run the Salvation Army Family Lodge since 1995. The proposed expansion of the existing shelter will allow the Salvation Army to provide temporary housing to more families in need. Approval of this request will achieve numerous policies of PlanOlathe, including the following:

LUCC-3.1: Encourage Housing Near Services. Encourage higher density housing development near transit services and commercial centers to create activity areas that add to the community's quality of life.

OT-1.2: Original Town Neighborhoods. Encourage a balanced mix of complementary and support land uses in each Original Town neighborhood, with a predominantly residential land use character. Support a mix of housing types for all income levels, family types, and age groups, with a variety of prices and rent levels.

HN-4.1: Affordable Housing. Pursue strategies to meet the community's affordable housing needs, including housing options within the financial means of service workers, new professionals, seniors, students, and low income residents.

Additionally, the proposed use also conforms with the Olathe 2040: Future Ready Strategic Plan. The proposed use will help achieve the vision that *Olathe is an inclusive community where everyone can live a productive life, where there are good jobs, attainable housing, quality amenities, access to quality education, child care, and health services.* The Salvation Army Family Lodge also helps achieve several goals of Olathe 2040, including the following:

Diverse Housing and Quality Neighborhoods: Diversify housing choices.

People Reach Their Full Potential: Improve opportunities for employment, education, and community resources.

B. ***The character of the neighborhood including but not limited to: land use, zoning, density (residential), architectural style, building materials, height, structural mass, siting, open space and floor-to-area ratio (commercial and industrial).***

The proposed expansion matches the architectural design of the existing Salvation Army Family Lodge and is a one-story residential building with sloped roof construction, similar to the residential homes to the north and east.

C. ***The zoning and uses of nearby properties, and the extent to which the proposed use would be in harmony with such zoning districts and uses.***

This proposed use, as described in the Statement of Purpose, is in harmony with other residential zoning and uses to the north and east. Additionally, the proposed use complements the social services provided by Salvation Army on their main campus and those provided by Catholic Charities to the west.

D. ***The suitability of the property for the uses to which it has been restricted under the applicable zoning district regulations.***

The proposed expansion is not permitted within the existing CP-2 District; however, a related request to rezone to the R-4 District is being considered on this agenda (RZ25-0006). The property is suitable for the uses allowed in the requested R-4 District as the remainder of the property is already within the RP-4 District. The R-4 District requires a special use permit for the proposed use to ensure that adequate precautions are taken to assure compatibility with surrounding uses.

E. ***The length of time the property has remained vacant as zoned.***

The land for the existing Salvation Army Family Lodge building was zoned to the RP-4 District and received special use approval in 2012. The land for the proposed expansion was rezoned to the CP-2 District in 2010 (Ord. 10-20) and the existing single-family homes were demolished for the Salvation Army Chapel Addition project. Since then, the subject property has been used as an open yard area for the Salvation Army. A rezoning application (RZ25-0006) is included in this agenda packet to rezone the property to the R-4 District.

F. ***The extent to which approval of the application would detrimentally affect nearby properties.***

Staff has not received information indicating the existing Salvation Army Family Lodge or the proposed expansion will detrimentally affect nearby properties. The Olathe Police Department and Community Enhancement have no concerns with the proposed expansion.

G. ***The extent to which development under the proposed district would substantially harm the value of nearby properties.***

Staff has not received any information indicating that the existing or proposed development will substantially harm the value of nearby properties.

H. ***The extent to which the proposed use would adversely affect the capacity or safety of that portion of the road network influenced by the use, or present parking problems in the vicinity of the property.***

The proposed expansion of four (4) residential units will not adversely affect the capacity or safety of the road network. Adequate parking exists on the overall Salvation Army property to accommodate the proposed expansion and all other functions of the Salvation Army.

Additionally, the mass transit network in this area helps support the residents of the shelter by providing an additional transportation option with the nearby RideKC bus stop at Cherry Street and Santa Fe Street.

I. ***The extent to which the proposed use would create air pollution, water pollution, noise pollution or other environmental harm.***

The existing use and proposed expansion will continue to follow all regulations and codes pertaining to stormwater, air quality, noise, and other impacts on the environment. Quiet hours are enforced in the evening by the Salvation Army and the Olathe Police Department has no concerns with the proposed expansion.

J. ***The economic impact of the proposed use on the community.***

The Salvation Army Family Lodge provides great value to the community by providing temporary housing and other critical wrap-around support services for families in need.

K. ***The gain, if any, to the public health, safety and welfare due to denial of the application as compared to the hardship imposed upon the landowner, if any, as a result of denial of the application.***

There is no gain to the public health, safety, or welfare if the special use application for the proposed expansion were denied. If the special use application were denied, the proposed expansion would not be permitted and the existing Salvation Army Family Lodge building could continue to operate as approved by special use in 2012.

12. Staff Recommendation

- A. Staff recommends approval of SU25-0002, Salvation Army Family Lodge Expansion for the following reasons:
 - 1. The proposal conforms to the Goals, Objectives and Policies of the Comprehensive Plan
 - 2. The proposal complies with the Unified Development Ordinance (UDO) criteria for considering special use permit requests.
- B. Staff recommends approval of the special use permit (SU25-0002) with the following stipulations:
 - 1. The special use permit to allow the *Homeless Shelter* use for the Salvation Army Family Lodge is valid for a period of fifteen (15) years following the date of the approved Resolution.
 - 2. The *Homeless Shelter* use is approved as described in the Statement of Purpose letter submitted by the applicant and included in the agenda packet.
- C. Staff recommends approval of the preliminary site development plan with the following stipulation:
 - 1. Any trees or plantings located on the Salvation Army property that are damaged during construction or are dead, diseased, dying, or missing must be replaced as required by UDO 18.30.130.