

LAND USE APPLICATION SUMMARY

Property Location: 718 West Broadway
Project Name: Sanctuary Covenant Church Parking Lot
Prepared By: Mei-Ling Smith, City Planner, (612) 673-5342
Applicant: Sanctuary Covenant Church
Project Contact: Nicole Thompson and Tom Peterson, Station 19 Architects, Inc.
Request: To allow a principal parking facility at the property located at 718 West Broadway for up to five years.

Required Applications:

Interim Use Permit	To allow a temporary principal parking facility.
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SITE DATA

Existing Zoning	C3S Community Shopping Center District WB West Broadway Overlay District
Lot Area	32,985 square feet / 0.76 acres
Ward(s)	5
Neighborhood(s)	Hawthorne Neighborhood Council Northside Residents Redevelopment Council
Designated Future Land Use	Mixed Use
Land Use Features	Commercial Corridor (West Broadway) Major Retail Center (West Broadway & Lyndale)
Small Area Plan(s)	<u>West Broadway Alive (2008)</u>

Date Application Deemed Complete	December 31, 2015	Date Extension Letter Sent	February 8, 2016
End of 60-Day Decision Period	February 29, 2016	End of 120-Day Decision Period	April 29, 2016

BACKGROUND

SITE DESCRIPTION AND PRESENT USE. The subject site is approximately 32,985 square feet in area. It has been vacant since 2006, when a commercial building containing a drive-through restaurant was demolished on the site. There are two vehicle access points to the lot: one on West Broadway and one on Aldrich Avenue North. The site contains a variety of ornamental and deciduous trees along the south and west parking lot frontages, and a mixture of asphalt and landscaped areas.

SURROUNDING PROPERTIES AND NEIGHBORHOOD. The site is located in the West Broadway & Lyndale Major Retail Center, adjacent to the West Broadway Commercial Corridor, a block to the west of Lyndale Avenue N, a Community Corridor, and three blocks to the west of Interstate 94. The properties directly to the east are zoned OR2 High Density Office Residence District and C3S Community Shopping Center District. They contain a commercial building and surface parking lot fronting West Broadway. The property to the north is zoned OR2 and contains an existing, two-story vacant building. The applicant received approvals from the City Planning Commission in January 2016 to construct a 15,600 square foot addition to the building and use the property as a place of assembly.

The general vicinity contains low and medium residential densities and a wide range of commercial uses, including a liquor store, a gas station, a grocery store, a bank, retail, fast food restaurants, as well as some industrial uses. There are also a number of surface parking lots along the West Broadway corridor in this location.

PROJECT DESCRIPTION. The applicant is proposing to temporarily use the subject site as a principal parking facility with 50 vehicle parking spaces (34 standard spaces, 12 compact spaces, four accessible spaces, and one small loading space). The applicant is proposing to close the curb cut on West Broadway and limit vehicle access to one curb cut on Aldrich Avenue North. The parking area would be concentrated on the northern portion of the site, while the southern portion of the site would be landscaped and used as a snow storage area. The applicant has indicated that they intend to develop the southern landscaped portion into a commercial building in the future. Staff encourages the applicant to revise the final plans to show alternate, practical snow storage areas in order to preserve the proposed landscaping along the south perimeter of the parking lot.

RELATED APPROVALS. The applicant received approvals in January 2016 to construct an addition on the adjacent lot to the north, which would contain the church. The property to the north does not contain any off-street parking, so the applicant is proposing to use the subject site to satisfy their minimum parking requirement for a period of five years. The minimum parking requirement for the church is 45 spaces with the 10 percent bicycle incentive parking reduction, and the maximum allowed parking is 200. The applicant intends to pursue additional shared parking agreements with nearby properties within 500 feet of the church property, in addition to their interim use permit request.

Planning Case #	Application	Description	Action
BZZ-7539	Variance to reduce the minimum loading requirement from one to zero. Site plan review for a 15,600 square foot addition.	To use an existing building as a place of assembly and to construct a 15,600 square foot addition.	Approved by the CPC on January 25, 2016.

PUBLIC COMMENTS. Staff has not received any comments from the neighborhood or public as of the printing of this report. Any correspondence received prior to the public meeting will be forwarded on to the Planning Commission for consideration.

ANALYSIS

INTERIM USE PERMIT

For an interim use permit to be granted, the Zoning and Planning Committee must make the same findings that pertain to conditional use permits. In addition to these, any City Council approval of an interim use is subject to five additional conditions. Discussion of each of these findings and conditions follows.

1. *The establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.*

The existing site is currently vacant. The new parking lot would not be detrimental to public health, safety, comfort or general welfare provided that the development complies with all applicable building codes, life safety ordinances, site plan review requirements as well as Public Works Department standards.

2. *The conditional use will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal and orderly development and improvement of surrounding property for uses permitted in the district.*

Overall, the proposal to use the property as a principal parking facility will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal or orderly development and improvement of surrounding property. As conditioned, the parking lot would comply with the minimum screening requirements adjacent to the public street and sidewalk, but not the minimum screening requirements adjacent to the residential district to the north. However, the property to the north is owned by the same applicant, and the proposed parking lot is intended to serve that site. The parking facility would be compatible with the character of the area, which contains both commercial and residential uses, as well as many surface parking lots. However, staff has some concerns about the parking facility remaining as such after the interim use expires, given the abundance of surface parking in the area, and the comprehensive plan policies which identify this site as Mixed Use with a Transit Scale development intensity (see finding #5, below). For this reason, staff is recommending a condition of approval that limits the interim use to no longer than three years.

3. *Adequate utilities, access roads, drainage, necessary facilities or other measures, have been or will be provided.*

The site is served by existing and adequate infrastructure, including utilities, access roads, and drainage.

4. *Adequate measures have been or will be taken to minimize traffic congestion in the public streets.*

Adequate measures have been provided to minimize traffic congestion in the public streets. Once the new surface parking area is complete, there will be 50 parking spaces and one small loading space on the site. The overall impervious surface area would be reduced from 23,119 square feet (70 percent of the site) to 16,927 square feet (51 percent). The applicant is proposing to consolidate curb cuts by removing the access point off of West Broadway, for a total of one curb cut located on

Aldrich Avenue North. The parking lot would serve the church that is proposed at the adjacent property to the north. The applicant is also proposing 14 bicycle parking spaces on the church property to offset the vehicle traffic coming to and from their site.

5. *The conditional use is consistent with the applicable policies of the comprehensive plan.*

As conditioned, the proposed development would be consistent with the following general land use policies of *The Minneapolis Plan for Sustainable Growth*:

Land Use Policy 1.1: Establish land use regulations to achieve the highest possible development standards, enhance the environment, protect public health, support a vital mix of land uses, and promote flexible approaches to carry out the comprehensive plan.

- 1.1.4 Support context-sensitive regulations for development and land use, such as overlay districts, in order to promote additional land use objectives.
- 1.1.5 Ensure that land use regulations continue to promote development that is compatible with nearby properties, neighborhood character, and natural features; minimizes pedestrian and vehicular conflict; promotes street life and activity; reinforces public spaces; and visually enhances development.

Urban Design Policy 10.18: Reduce the visual impact of automobile parking facilities.

- 10.18.1 Require that parking lots meet or exceed the landscaping and screening requirements of the zoning code, especially along transit corridors, adjacent to residential areas, and areas of transition between land uses.
- 10.18.3 Locate parking lots to the rear or interior of the site.

Urban Design Policy 10.22: Use Crime Prevention Through Environmental Design (CPTED) principles when designing all projects that impact the public realm, including open spaces and parks, on publicly owned and private land.

- 10.22.3 Design the site, landscaping, and buildings to promote natural observation and maximize the opportunities for people to observe adjacent spaces and public sidewalks.

The applicant has identified landscaping and screening materials that would reduce the visual impact of automobile parking facilities and promote CPTED principles.

The future land use designation of the site is Mixed Use in *The Minneapolis Plan for Sustainable Growth*. Mixed use areas may include either a mix of retail, office, or residential uses within a building or district, but there is no requirement that every building be mixed use. The site is also located in a Major Retail Center and adjacent to a Commercial Corridor. Commercial Corridors have historically been prominent destinations and contain a mix of uses, with commercial uses dominating. It is appropriate to have high residential densities along Commercial Corridors.

The site is located within the boundaries of the 2008 West Broadway Alive! small area plan. The plan calls for “Transit Scale” development intensity for this parcel, which allows for tall apartment buildings. In addition, the plan encourages new development fronting West Broadway to be a minimum of two stories, and this recommendation was incorporated into the West Broadway Overlay District regulations for new buildings. However, surface parking lots are not expressly prohibited in the small area plan or in the overlay district, and there is no limitation on the amount of parking lot frontage facing the West Broadway corridor.

Although CPED's preference would be for the site to accommodate a minimum two-story commercial, residential, or mixed use development, parking lots are allowed as a conditional use in the C3S zoning district. The future land use designations and small area plan policies that apply to this parcel call for commercial, mixed use, or high density residential development on this site. The applicant has also reserved the first 78 feet of the parcel fronting West Broadway for a future development, indicating that this would be a snow storage area. Staff encourages the applicant to revise the final plans to show alternate, practical snow storage areas in order to preserve the proposed landscaping. Staff recommends a condition of approval that requires the final plans to retain a landscaped yard of no less than 78 feet between the parking area and front property line, which includes the four foot (total) drive aisle reduction, which is also recommended as a condition. Given the articulated, adopted City policies which support development on the site, along with the abundance of existing off-street parking and shared parking opportunities in the area, staff is recommending that the City Council condition the approval of the interim use permit with an expiration of three years from the date of the City Council's action.

6. *The conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located.*

If the interim use permit were to be approved, the principal parking facility would comply with the C3S Community Shopping Center District. Any future signage would need to comply with Chapter 543 of the zoning code, and a separate permit would also need to be obtained.

Interim Use Conditions

1. *The interim use shall be allowed as a conditional use in the zoning district in which it is to be located.*

The C3S district allows a principal parking facility as a conditional use, and principal parking facilities are not prohibited in the WB Overlay District.

2. *Except as otherwise authorized by this section, an interim use shall conform to this zoning ordinance as if it were established as a conditional use.*

As discussed above in the findings for a conditional use, the use is in conformance with the Zoning Code.

The City Council may waive conditions that would apply to an interim use upon finding that the temporary nature of the interim use will eliminate the adverse effects that the condition was intended to prevent. The applicant is requesting that the following requirements be waived:

- **Maneuvering area and drive aisle width** (541.290 and 541.330). All maneuvering is required to occur on-site. The minimum width required for a two-way drive aisle is 22 feet. The applicant is proposing to incorporate drive aisle widths of between 24 and 26 feet. Staff recommends a condition that all drive aisles be reduced to the minimum standard of 22 feet in order to limit impervious surfaces and further increase the area available for future redevelopment on the site.
- **Landscaping and screening requirements** (530.160 and 530.170). A principal parking facility with 10 or more spaces is subject to the landscaping and screening requirements in Chapter 530, Site Plan Review, in the zoning code. The applicant's proposal does not comply with the following Site Plan Review standards:
 - *Minimum canopy trees.* 14 trees are required, 11 are proposed.
 - *Minimum six-foot, 95 percent opaque screen adjacent to a residential use or district.* The applicant is not proposing any screening between the parking lot and the adjacent residential property to the north, which would contain a church that is owned by

the same applicant. Since the parking facility is intended to serve the church, it would not be practical to require full compliance with this standard.

- *Minimum three-foot, 60 percent opaque screen adjacent to a public street or sidewalk.* There are two, 18-foot-wide portions of parking frontage adjacent to Aldrich Avenue N that would not meet the minimum three foot screening requirement. One gap is north of the curb cut, and the other is to the west of the southernmost row of parking.
- *Minimum one tree for every 25 feet of parking lot frontage along a public street or sidewalk.* The same, 18-foot-wide parking lot frontage adjacent to Aldrich Avenue N contains an ornamental tree instead of a canopy tree, and therefore does not comply with this requirement.

The applicant has provided a relatively robust landscaping plan for a temporary use. Given the temporary nature of the use, it would not be practical to require full compliance with these standards.

3. *The date or event that will terminate the interim use shall be identified with certainty. Interim uses may not be granted for a period of greater than five (5) years.*

For the reasons mentioned in finding #5, above, staff is recommending that the interim use permit expire on February 26, 2019, or three years from the City Council's action on the interim use permit. The applicant is requesting five years. The total time for an interim use cannot exceed five (5) years.

4. *In the event of a public taking of property after the interim use is established, the property owner shall not be entitled to compensation for any increase in value attributable to the interim use.*

The applicant is aware of this standard.

5. *Such conditions and guarantees as the city council deems reasonable and necessary to protect the public interest and to ensure compliance with the standards and purposes of this zoning ordinance and policies of the comprehensive plan.*

Staff is recommending a condition that the principal parking facility be allowed to operate until February 26, 2019.

RECOMMENDATIONS

The Department of Community Planning and Economic Development recommends that the City Council adopt staff findings for the application by Station 19 Architects, Inc. for the property located at 718 West Broadway:

A. Interim Use Permit.

Recommended motion: **Approve** the interim use permit to allow a temporary principal parking facility.

1. The interim use shall expire no later than February 26, 2019.
2. At the end date of the interim use, the applicant shall cease operation of the principal parking facility or apply for applicable land use approvals.
3. No more than 50 off-street parking spaces and one loading space shall be provided.
4. The final site and landscaping plans shall be revised so that all two-way drive aisles are no greater than 22 feet in width.
5. The final site and landscaping plans shall be revised to show a minimum on-site landscaped yard of 78 feet between the front property line adjacent to West Broadway and the parking lot.

ATTACHMENTS

1. Written description and findings submitted by applicant
2. Zoning map
3. Site survey
4. Plans
5. Photos