

**Minneapolis City Planning Department Report**  
**BZZ-745: Petition to Rezone and Site Plan Review**  
**Paco Foods at 3008 21<sup>st</sup> Ave. S.**

**Hearing Date:** November 4, 2002 (continued from the October 21, 2002 hearing)

**Date Application Deemed Complete:** August 6, 2002

**End of 60-Day Decision Period:** October 5, 2002, extended to December 4, 2002 by letter from the City

**Applicant:** Elieth Hoffman, 2019 E. Lake St, Mpls., MN 55407

**Address of Property:**

- Existing Paco Foods building: 2011, 2015 and 2019 E. Lake St.
- Adjacent lot (subject of the permits): 3008 21<sup>st</sup> Ave. S.

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**Ward:** 9      **Neighborhood Organization:** Corcoran Neighborhood

**Existing and Proposed Zoning:**

- Existing Paco Foods building: C1 District (no change proposed)
- Adjacent lot: R2B to Transitional Parking Overlay District

**Proposed Use:** Convert a vacant lot into an accessory parking lot for ten vehicles for the adjacent commercial building.

**Authority:**

- **Petition:** Accessory parking lots are not allowed in the residential districts. The TP Overlay District would permit the accessory parking lot per Chapter 551 Article V. of the Zoning Code. The City Attorney's Office confirmed the validity of petition on August 6, 2002.
- **Site Plan Review:** Section 530.20 of the Zoning Code requires site plan review permits for principal parking lots of ten or more stalls per Table 530-1.

**Concurrent Review:** None

**Background:** The current Paco Foods building (2011, 2015 and 2019 E. Lake St.) has parking for 13 vehicles, including one handicap stall. According to the Zoning Office, the use requires 35 stalls per

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Minneapolis Planning Department at 612-673-2597.

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the Zoning Code. The applicant desires to build a ten-stall parking lot on the adjacent vacant parcel. This would bring the total to 23 stalls and increase compliance with the Zoning Code's parking requirements from 37% to 66%. Since the adjacent lot is in an R2B District, the applicant proposes to rezone the parcel to the TP Overlay District to allow the creation of the accessory parking lot.

**Neighborhood review:** The applicant presented to the neighborhood group. A letter in support of the application is in Attachment 5.

## **Findings**

### **A. Findings as Required By the Minneapolis Zoning Code for the Zoning Petition for the Paco Foods Project:**

#### **1. Whether the amendment is consistent with the applicable policies of the comprehensive plan.**

**Applicable policies:** The following is a review of the applicable plans and policies of the City:

##### **a. The *Minneapolis Plan* (adopted by the City Council, Mayor, and Minneapolis Planning Commission, March 2000):**

The *Minneapolis Plan* designates the site as part of the Lake Street Commercial Corridor. The Plan includes the following policies most relevant to the entire project:

**Policy 4.3: Minneapolis will support development in Commercial Corridors where it enhances the street's character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services offered.**

##### **Implementation Steps (selected):**

- Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic; reduced visual impacts and shared use of parking facilities.
- Ensure that parking structures and surface lots conform with identified design principles.
- Reduce the impact of non-residential uses on neighboring residential areas by considering appropriate access, buffering between incompatible uses and regulating hours of operation.

**Draft Policy 4.21 (under consideration regarding planning for Transit Station Areas (TSA); the site is three blocks from the Lake St. LRT station which is under construction): Minneapolis recognizes that parking is a necessary part of the urban environment, but will limit the amount,**

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**location, and design of parking in TSAs in order to encourage and support walking, bicycling, and transit use.**

**Implementation steps (selected):**

- Limit the amount of street frontage for new off-street parking lots and require landscaping between parking lots and public sidewalks.

**Consistency with applicable policies:** The site is within the designated Lake Street Commercial Corridor where parking is acceptable. It has a minimum of street frontage, includes a twenty-foot landscaped setback from the sidewalk, and will be landscaped consistent with the Zoning Code and plan. For these reasons, the amendment is consistent with the Comprehensive Plan.

**2. Whether the amendment is in the public interest and is not solely for the interest of a single property owner.**

The purpose of the TP Overlay District is to “allow parking lots for passenger automobiles in residence and office residence districts when adjacent to a zoning district in need of additional parking for customers and employees that does not meet the requirements of [the Zoning Code]” (Section 551.400). This is the case here. This amendment enables an existing business to come more into compliance with the City’s parking requirements. The business is properly located within a designated Commercial Corridor where the City encourages commercial activity and vitality.

**3. Whether the existing uses of property and the zoning classification of property within the general area of the property in question are compatible with the proposed zoning classification, where the amendment is to change the zoning classification of particular property.**

Nearby uses include the Soldiers Memorial Cemetery on the north, the Hi Lake Shopping Center to the northeast, low-to-medium density residential uses to the south and west, commercial uses to the west, and the new YMCA to the east. The proposed TP Overlay District would not affect the underlying R2B zoning on the subject site. The proposed landscaping on the three sides of the proposed parking lot and the six-foot-high wooden privacy fence along the boundary with the adjacent residential use will screen the vehicles from the adjacent residential uses to the south and west of the site. The site is currently vacant and underutilized in an area of important commercial activity. The proposed TP Overlay District will be compatible with the other uses in the area.

**4. Whether there are reasonable uses of the property in question permitted under the existing zoning classification, where the amendment is to change the zoning classification of particular property.**

There are reasonable uses allowed under the current R2B zoning district. The district allows low-density residential and certain institutional developments.

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- 5. Whether there has been a change in the character or trend of development in the general area of the property in question, which has taken place since such property was placed in its present zoning classification, where the amendment is to change the zoning classification of particular property.**

There have been significant land use changes in the area including commercial revitalization along the entire length of Lake Street and the new YMCA located to the east of the site. Under construction about three blocks to the east is the Lake Street LRT station. It is expected the station will have a significant effect on the immediate area primarily by encouraging increased commercial intensity and residential density on available sites.

**B. Site Plan Review**

**1. Required Findings for Major Site Plan Review**

- a. **The site plan conforms to all applicable standards of Chapter 530, Site Plan Review (refer Section A below for evaluation.)**
- b. **The site plan conforms to all applicable regulations of the zoning ordinance and is consistent with applicable policies of the comprehensive plan (refer to the above discussions).**
- c. **The site plan is consistent with applicable development plans or development objectives adopted by the City Council (refer to the above discussions).**

**Section A: Conformance with Chapter 530 of Zoning Code  
Building Placement and Facade:**

- **Placement of the building shall reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation.**
- **First floor of the building shall be located not more than eight (8) feet from the front lot line (except in C3S District or where a greater yard is required by the zoning ordinance). If located on corner lot, the building wall abutting each street shall be subject to this requirement.**
- **The area between the building and the lot line shall include amenities.**
- **The building shall be oriented so that at least one (1) principal entrance faces the public street.**
- **Except in the C3S District, on-site accessory parking facilities shall be located to the rear or interior of the site, within the principal building served, or entirely below grade.**
- **For new construction, the building façade shall provide architectural detail and shall contain windows at the ground level or first floor.**
- **In larger buildings, architectural elements shall be emphasized.**
- **The exterior materials and appearance of the rear and side walls of any building shall be similar to and compatible with the front of the building.**
- **The use of plain face concrete block as an exterior material shall be prohibited where visible from a public street or a residence or office residence district.**
- **Entrances and windows:**
  - **Residential uses shall be subject to section 530.110 (b) (1).**
  - **Nonresidential uses shall be subject to section 530.110 (b) (2).**
- **Parking Garages: The exterior design shall ensure that sloped floors do not dominate the appearance of the façade and that vehicles are screened from view. At least thirty (30) percent of the first floor façade**

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that faces a public street or sidewalk shall be occupied by commercial uses, or shall be designed with architectural detail or windows, including display windows, that create visual interest.

**Planning Department Evaluation of Building Placement and Façade Requirements: Not applicable**

**Access and Circulation:**

- Clear and well-lighted walkways of at least four (4) feet in width shall connect building entrances to the adjacent public sidewalk and to any parking facilities located on the site.
- Transit shelters shall be well lighted, weather protected and shall be placed in locations that promote security.
- Vehicular access and circulation shall be designed to minimize conflicts with pedestrian traffic and surrounding residential uses.
- Traffic shall be directed to minimize impact upon residential properties and shall be subject to section 530.140 (b).
- Areas for snow storage shall be provided unless an acceptable snow removal plan is provided.
- Site plans shall minimize the use of impervious surfaces.

**Planning Department Evaluation of Access and Circulation:**

- The parking lot will have a single 22-ft.-wide curb cut on 21<sup>st</sup> Ave. The cut will be as close as possible to the existing commercial building and 25 feet from the adjacent residential building.
- Snow storage will be on site in the landscaped areas of the site.
- The site plan maximizes landscaping on the site and minimizes impervious surfaces.

**Landscaping and Screening:**

- The composition and location of landscaped areas shall complement the scale of the development and its surroundings.
- Not less than twenty (20) percent of the site not occupied by buildings shall be landscaped as specified in section 530.150 (a).
- Where a landscaped yard is required, such requirement shall be landscaped as specified in section 530.150 (b).
- Required screening shall be six (6) feet in height, unless otherwise specified, except in required front yards where such screening shall be three (3) feet in height.
- Required screening shall be at least ninety-five (95) percent opaque throughout the year. Screening shall be satisfied by one or a combination of the following:
  - A decorative fence.
  - A masonry wall.
  - A hedge.
- Parking and loading facilities located along a public street, public sidewalk or public pathway shall comply with section 530.160 (b).
- Parking and loading facilities abutting a residence or office residence district or abutting a permitted or conditional residential use shall comply with section 530.160 (c).
- The corners of parking lots shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks, or bicycle parking.
- Parking lots containing more than two hundred (200) parking spaces: an additional landscaped area not less than one hundred-fifty (150) square feet shall be provided for each twenty-five (25) parking spaces or fraction thereof, and shall be landscaped as specified for a required landscaped yard.

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- All parking lots and driveways shall be defined by a six (6) inch by six (6) inch continuous concrete curb positioned two (2) feet from the boundary of the parking lot, except where the parking lot perimeter is designed to provide on-site retention and filtration of stormwater. In such case the use of wheel stops or discontinuous curbing is permissible. The two (2) feet between the face of the curb and any parking lot boundary shall not be landscaped with plant material, but instead shall be covered with mulch or rock, or be paved.
- All other areas not governed by sections 530.150, 530.160 and 530.170 and not occupied by buildings, parking and loading facilities or driveways, shall be covered with turf grass, native grasses or other perennial flowering plants, vines, mulch, shrubs or trees.
- Installation and maintenance of all landscape materials shall comply with the standards outlined in section 530.220.
- The City Planning Commission may approve the substitution or reduction of landscaped plant materials, landscaped area or other landscaping or screening standards, subject to section 530.60, as provided in section 530.230.

**Planning Department Evaluation of Landscaping and Screening:**

- The project includes 1,340 sq. ft. of landscaping on the 5,220 sq. ft. site, which equals a 26% coverage. The project exceeds the minimum requirements for trees and bushes.
- The applicant will add a six-foot-high wooden privacy fence on the south side of the site adjacent the residence to the south. The fence height will drop to three feet within twenty feet of the property line to avoid obstructing views to and from the street.
- There will be no trash dumpsters on the site.

**Additional Standards:**

- Lighting shall comply with the requirements of Chapter 535 and Chapter 541. A lighting diagram may be required.
- Parking and loading facilities and all other areas upon which vehicles may be located shall be screened to avoid headlights shining onto residential properties.
- Site plans shall minimize the blocking of views of important elements of the city.
- Buildings shall be located and arranged to minimize shadowing on public spaces and adjacent properties.
- Buildings shall be located and arranged to minimize the generation of wind currents at ground level.
- Site plans shall include crime prevention design elements as specified in section 530.260: The Police Department has reviewed the plans.
- Site plans shall include the rehabilitation and integration of locally designated historic structures or structures that have been determined to be eligible to be locally designated. Where rehabilitation is not feasible, the development shall include the reuse of significant features of historic buildings.

**Planning Department Evaluation of the Additional Standards:**

- There will be no additional lighting on the site. Ambient lighting from the street and the adjacent Paco Foods parking lot will be sufficient for the site
- The project will not block views of important elements of the City.

**2. Alternative Compliance: The Planning Commission may approve alternatives to any major site plan review requirement upon finding any of the following:**

- The alternative meets the intent of the site plan chapter and the site plan includes amenities or improvements that address any adverse effects of the alternative. Site amenities may include but are not

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limited to additional open space, additional landscaping and screening, transit facilities, bicycle facilities, preservation of natural resources, restoration of previously damaged natural environment, rehabilitation of existing structures that have been locally designated or have been determined to be eligible to be locally designated as historic structures, and design which is similar in form, scale and materials to existing structures on the site and to surrounding development.

- Strict adherence to the requirements is impractical because of site location or conditions and the proposed alternative meets the intent of this chapter.
- The proposed alternative is consistent with applicable development plans or development objectives adopted by the city council and meets the intent of this chapter.

**Planning Department Analysis Regarding Alternative Compliance:**

The project is in compliance with Chapter 530 of the Zoning Code.

**Recommendations of the Minneapolis City Planning Department**

- A. Petition:** The City Planning Department recommends that the City Planning Commission approve the petition to rezone the Paco Foods project at 3008 21<sup>st</sup> Ave. S. to the Transitional Parking Overlay District.
- B. Site Plan Review:** The City Planning Department recommends that the City Planning Commission approve the Site Plan Review application for the Paco Foods project at 3008 21<sup>st</sup> Ave. S. subject to the following conditions:
1. Approval by the Planning Department of the final construction drawings and the landscape plan.
  2. If the site plan improvements exceed \$2,000, the applicant shall submit a performance bond to insure the installation of all site improvements (paving, curbing, curb cuts (new and closures), striping, landscaping, fencing, dumpster enclosure, lighting, etc.). The performance bond is due prior to the issuance of building permits or the permit may be revoked for noncompliance.
  3. The site improvements shall be completed by November 31, 2003 or the application may be revoked for noncompliance, unless extended by the Zoning Administrator or the City Council.

**Attachments:**

1. Zoning in the general area
2. Zoning and buildings in the immediate area
3. Site and landscape plan
4. Photographs
5. Neighborhood response