

**Department of Community Planning and Economic Development – Planning Division**  
Rezoning  
BZZ-4156

**Date:** October 6, 2008

**Applicant:** Emerge Community Development

**Address of Property:** 1307 Glenwood Avenue

**Project Name:** StreetWerks

**Contact Person and Phone:** Dawn Williams, (612) 363-5990

**Planning Staff and Phone:** Shanna Sether, (612) 673-2307

**Date Application Deemed Complete:** August 22, 2008

**End of 60-Day Decision Period:** October 21, 2008

**End of 120-Day Decision Period:** Staff sent a letter to the applicant on September 22, 2008, extending the decision period to no later than December 20, 2008

**Ward:** 5                      **Neighborhood Organization:** Harrison, Adjacent to Sumner-Glenwood

**Existing Zoning:** C2 Neighborhood Corridor Commercial District

**Proposed Zoning:** I2 Medium Industrial District

**Zoning Plate Number:** 26

**Legal Description:** Metes and bounds – see attached

**Proposed Use:** Contractor's yard

**Concurrent Review:**

- A rezoning petition to change the zoning classification from C2 Neighborhood Corridor Commercial District to I2 Medium Industrial District.

**Applicable zoning code provisions:** Chapter 525, Article VI, Zoning Amendments and Chapter 550 Industrial Districts

**Background:** The subject property was originally constructed as a factory prior to 1900 and demolished in 1958. Two years later, an automobile convenience facility and minor automobile repair was constructed on the property and operated until 1996. The building was vacant until March of 2008, when

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StreetWerks, the proposed use moved to the site. StreetWerks is an organization that mows lawns, trims trees, shovels snow and collects debris from Minneapolis properties. The subject property is the site for the collected waste storage and removal. The zoning code defines this use as a contractor's yard. Contractor's yards are prohibited uses in the C2 Neighborhood Corridor Commercial District and are first allowed as a permitted use in the I2 Medium Industrial District. The property and business owners were cited by Zoning Enforcement for the illegal use of the property. Therefore, the applicant is proposing to rezone the subject property from C2 to I2 to allow for the contractor's yard use to continue.

The subject property is located within the Bassett Creek Valley Master Plan (2006) and was included in the Bassett Creek Valley rezoning study in 2007, where the property was rezoned from C1 Neighborhood Commercial District to C2 Neighborhood Corridor Commercial District and PO Pedestrian Oriented Overly District. The Bassett Creek Valley Master Plan outlines a vision and strategy for how future growth and potential redevelopment should occur in the Bassett Creek Valley (BCV) area, an area bounded by I-394 on the south, I-94 on the east, 4th Avenue on the north, and Cedar Lake Road and Bryn Mawr Meadows Park on the west. According to the plan, Bassett Creek Valley offers one of, if not the most, important redevelopment opportunities in Minneapolis. This is partly due to benefits like proximity to downtown, adjacent redevelopment, transit links and recreational amenities and partly due to sheer need and a historic lack of investment. The BCV Master Plan specifically identifies the subject property for mixed use/office/retail/residence for future land use.

As of writing this staff report, staff has not received any correspondence from the neighborhood organization. Staff will forward comments, if any are received, at the City Planning Commission meeting.

## **REZONING**

### **Findings As Required By The Minneapolis Zoning Code:**

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

The property is presently located on a community corridor along Glenwood Avenue, according to *The Minneapolis Plan*. Community Corridors are locations that support new residential development at medium density and increased housing diversity in our neighborhoods. They support limited commercial uses, which are measured against their impacts on residential character, such as the production of fumes or noise or negative aesthetics. Design and development along these streets is oriented towards the pedestrian experience. The streets, which form the spine of the community corridors, carry fairly high volumes of traffic, but must balance vehicular travel against residential quality of life. These streets are also important identifiers and travel routes for neighborhood residents and pass-through traffic.

In the 2008 *The Minneapolis Plan for Sustainable Growth*, the site is designated as Mixed Use, is located on Glenwood Avenue, which is considered to be a commercial corridor and is adjacent to a Neighborhood Commercial Node. The mixed use designation allows for mixed use development, including mixed use with residential. Mixed use may include either a mix of retail, office or residential uses within a building or within a district. There is no requirement that every building be mixed use.

Chapter 1 states that “Traditional Commercial Corridors in the city serve as boundaries connecting a number of neighborhoods and serve as focal points for activity. Development and revitalization of these corridors helps to strengthen surrounding urban neighborhoods. Commercial Corridors can accommodate intensive commercial uses and high levels of traffic. The corridors support all types of commercial uses, with some light industrial and high density residential uses as well. While the character of these streets is mainly commercial, residential areas are nearby and impacts from commercial uses must be mitigated as appropriate. Additionally, the City encourages new medium- to high-density residential development along Commercial Corridors, particularly as part of mixed use development. These corridors frequently carry large traffic volumes and must balance significant vehicular through-traffic capacity with automobile and pedestrian access to commercial property.”

**a (1). According to the principles and polices outlined in *The Minneapolis Plan*, the following policies are relevant to the rezoning:**

**9.27 Minneapolis will coordinate land use and transportation planning on designated Community Corridors through attention to the mix and intensity of land uses, the pedestrian character and residential livability of the streets, and the type of transit service provided on these streets.**

**Implementation Steps**

Designate a network of community corridors. (See criteria above.)

Strengthen the residential character of community corridors by developing appropriate housing types that represent variety and a range of affordability levels.

Promote more intensive residential development along these corridors where appropriate.

Require that street design for these corridors preserves and enhances the strong residential character and pedestrian orientation of these streets while maintaining the street’s capacity to carry current volumes of traffic.

Discourage conversion of residential uses to commercial uses, but encourage the development of mixed-use residential dwelling units in commercial buildings where appropriate.

Support the continued presence of small-scale retail sales and commercial services along Community Corridors.

Ensure that commercial uses do not negatively impact nearby residential areas.

Prioritize transit advantages to community corridor streets, and encourage the routing of express transit service to these streets wherever possible.

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*Staff comment:* In many ways, the C1 district would actually reduce the allowed development intensity; however, staff has concerns about placing a commercial district in the middle of what appears to be a long line of structures that were originally constructed as dwellings.

**a (2). According to the principles and polices outlined in *The Minneapolis Plan for Sustainable Growth* (Draft 2008), the following policies are relevant to the rezoning:**

**Policy 1.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.**

1.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and clean low impact light industrial – where compatible with the existing and desired character.

1.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.

1.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.

1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.

1.10.5 Encourage the development of high-density housing on Commercial Corridors.

1.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.

The proposed development is not in conformance with the above noted principles and policies of the comprehensive plan.

**b. Consistency with plans:**

The subject property is located within the Bassett Creek Valley Master Plan (2006) and was included in the Bassett Creek Valley rezoning study in 2007, where the property was rezoned from C1 Neighborhood Commercial District to C2 Neighborhood Corridor Commercial District and PO Pedestrian Oriented Overly District. The Bassett Creek Valley Master Plan outlines a vision and strategy for how future growth and potential redevelopment should occur in the Bassett Creek Valley (BCV) area, an area bounded by I-394 on the south, I-94 on the east, 4th Avenue on the north, and Cedar Lake Road and Bryn Mawr Meadows Park on the west. According to the plan, Bassett Creek Valley offers one of, if not the most, important redevelopment opportunities in Minneapolis. This is partly due to benefits like proximity to downtown, adjacent redevelopment, transit links and recreational amenities and partly due to sheer need and a historic lack of investment. The BCV Master Plan specifically identifies the subject property for mixed use/office/retail/residence for future land use.

The proposed development is not in conformance with the above noted principles and policies of the Bassett Creek Valley Master Plan.

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

The amendment is primarily in the interest of the property owner. While contractor's yards may be appropriate at designated locations within industrial districts, the proposed rezoning is in the midst of a large area of commercial zoning and would not further any clear policy objectives or public interest.

**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.**

The nearest industrial zoning is approximately one quarter mile to the southeast, with the nearest I2 zoning located approximately one half mile across Interstate 94. The property adjacent to and surrounding the site is C2 and R2B. There is a mix of single and multifamily uses, commercial uses in the area and W. Harry Davis Academy, a K-8 school to the northwest across Glenwood Avenue. Given the surrounding uses and zoning classifications, the amendment of this zoning classification to I2 is generally not compatible with the immediate 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.**

The C2 Neighborhood Corridor Commercial District is established to provide an environment of retail sales and commercial services. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. As previously mentioned contractor's yards are prohibited uses in the C2 District and are instead considered to be medium industrial uses. Staff feels as though there is reasonable use of this property as mixed use, commercial and/or residential under the current zoning classification.

**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.**

This site was zoned B2S-1 Office-Residence District under the 1963 code, which was a zoning classification similar to the OR1 district. The property was rezoned in 1967, from B2S-1 to B3S-1 Community Service District (R-299) by the Housing and Redevelopment Authority. In 1999, the site was rezoned to C1 Neighborhood Commercial District. The subject property is located within the Bassett Creek Valley Master Plan (2006) and was included in the Bassett Creek Valley rezoning study in 2007, where the property was rezoned from C1 Neighborhood Commercial District to C2 Neighborhood Corridor Commercial District and PO Pedestrian Oriented Overly District.

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As previously mentioned, this structure was originally constructed as a gas station and minor auto repair. The character and trend in development of the area is being guided to change significantly, away from industrial and auto related uses.

**RECOMMENDATIONS**

**Recommendation of the Department of Community Planning and Economic Development – Planning Division for the rezoning:**

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission and City Council adopt the above findings and **deny** the rezoning petition to change the zoning classification from C2 Neighborhood Corridor Commercial District to I2 Medium Industrial District at 1307 Glenwood Avenue.

**Attachments:**

- 1) PDR report
- 2) Rezoning matrix
- 3) Written descriptions and findings submitted by the applicant
- 4) Correspondence from the public
- 5) Zoning map
- 6) Site plan
- 7) Photographs
- 8) Oblique aerials