

**Department of Community Planning and Economic Development – Planning  
Division**

Rezoning, Conditional Use Permit and Site Plan Review

BZZ-2837

Preliminary Plat

PL-194

**Date:** March 6, 2006

**Applicant:** Shamrock Development, Inc., 218 N. 1<sup>st</sup> Street, Minneapolis, MN 55401,  
(612) 333-0350

**Addresses of Property:** 1000, 1010 and 1026 Washington Avenue South, 200 and 212  
11<sup>th</sup> Avenue South

**Project Name:** The Bridgewater

**Contact Person and Phone:** Lynn Leegard, 3200 Main Street NW, Suite 300, Coon  
Rapids, MN 55448, (763) 421-3500

**Planning Staff and Phone:** Becca Farrar, (612)673-3594

**Date Application Deemed Complete:** February 3, 2006

**End of 60-Day Decision Period:** April 3, 2006

**End of 120-Day Decision Period:** On February 10, 2006, Staff sent the applicant a letter  
extending the decision period to no later than June 2, 2006.

**Ward:** 7     **Neighborhood Organization:** Downtown Minneapolis Neighborhood  
Assn. (DMNA)

**Existing Zoning:** I1 (Limited Industrial) District, IL (Industrial Living) Overlay District,  
DP (Downtown Parking) Overlay District, and DH (Downtown Height) Overlay District

**Proposed Zoning:** C3A (Community Activity Center District) and remove the IL  
Overlay District

**Zoning Plate Number:** 20

**Lot area:** 103,812 square feet or 2.38 acres

**Legal Description:** See attachment.

**Proposed Use:** A mixed-use, Planned Residential Development. The project would  
include the retention of an existing 3-story mixed-use building, and the construction of a

new 277-unit residential building with approximately 20,191 square feet of ground level commercial/retail space. Parking would be provided in a 3-story underground ramp and within the interior of the building at the ground level as well as in an existing surface parking lot located adjacent to 11<sup>th</sup> Avenue South.

**Concurrent Review:**

- Petition to rezone the subject properties from the I1 district to the C3A district and remove the IL Overlay District
- Conditional Use Permit for a Planned Unit Development.
- Site Plan Review.
- Preliminary and final plat.

**Applicable zoning code provisions:** Chapter 525, Article VI Zoning Amendments, Chapter 525, Article VII, Conditional Use Permits & Chapter 530 Site Plan Review and Chapter 598, Land Subdivision.

**Background:** The applicant proposes to construct a mixed-use Planned Residential Development. The property is currently zoned I1 and is located in the IL (Industrial Living), DP (Downtown Parking), and DH (Downtown Height) Overlay Districts. The applicant proposes to rezone the entire parcel, or the entire block bounded by Washington Avenue South, 10<sup>th</sup> Avenue South, 11<sup>th</sup> Avenue South and 2<sup>nd</sup> Street South to the C3A District and remove the IL Overlay District. As part of the Conditional Use Permit for a PUD the majority of the site would be demolished for new construction, however one existing building located at 212 11<sup>th</sup> Avenue South, would be retained but the attached garage removed and replaced with a new garage. The building that would be preserved as part of the development is approximately 9,906 square feet in size, or 13,248 square feet in size with the construction of the new garage. The building is currently a mixed-use building with office space on the first floor and 4 units of residential living space above.

The second portion of the project would include a total of 574,360 square feet of new construction incorporating 277 owner-occupied residential units constructed in a 7 to 10 story, U-shaped building with approximately 20,191 square feet of lower level retail located along Washington Avenue South and 10<sup>th</sup> Avenue South. Exceptions that are being requested under the PUD are for height and number of loading spaces. First floor residential units would be located along 2<sup>nd</sup> Street South. The project would replace an existing liquor store, gas station, surface parking lot and empty warehouse. The project includes 532 enclosed parking spaces located in a 3-story underground parking garage, 23 parking stalls located within the building at the interior of the site for the retail uses, 18 existing surface stalls located adjacent to 11<sup>th</sup> Avenue South, and 16 parking spaces to be located in the proposed garage for a total of 589 parking spaces. A center courtyard and planters located along 10<sup>th</sup> Avenue South as well as parking lot improvements to the existing surface lot along 11<sup>th</sup> Avenue South would also be included in the proposal. The proposal includes parking for 277 bicycles as well. In addition to the rezoning application and conditional use permit for a PUD, site plan review and a preliminary and final plat are also required.

Staff has not received any official correspondence on the proposed applications from the Downtown Minneapolis Neighborhood Association prior to the printing of this report.

## **REZONING**

### **Findings as Required by the Minneapolis Zoning Code:**

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

According to the *Minneapolis Downtown 2010 Plan*, this property is located in a downtown neighborhood as found on the concept plan map. The property is also subject to the Update to the Historic Mills District Master Plan. According to the Principles and Policies outlined in the *Minneapolis Downtown 2010 Plan*, the following apply to this proposal:

- Expand housing opportunities in downtown for all income levels with an emphasis on providing additional moderate to high income, owner-occupied units (Housing Policy 1).
- Locate medium to high-density housing in areas designated as a Riverfront Residential District located adjacent to and near the West River Parkway. This district should provide for housing that can take advantage of the open space and recreational amenities along the riverfront. The primary use of this district should be housing. Other retail, office, cultural and recreational uses should be encouraged, especially those that revitalize historic structures, but should be compatible with housing (Housing Policy 4).
- Ensure that new residential development contributes to the sense of neighborhoods through appropriate site planning and architectural design (Housing Policy 5).
- Support the retention and development of neighborhood-serving retail (Housing Policy 9).

The applicant is proposing to construct a mixed-use development containing a total of 277 new residential dwelling units and approximately 20,191 square feet of commercial/retail space, as well as the retention of an existing 3-story mixed use building located at 212 11<sup>th</sup> Avenue South in the area designated as the Riverfront Residential District. All of the commercial uses within the proposed building would be located on the first floor of the building. The development would help support the commercial uses in the area, the cultural amenities found along the Mississippi River and downtown in general.

The Update to the Historic Mills District Master Plan was adopted by the City Council on September 14, 2001. The plan calls for residential developments on the block with commercial uses located on the ground floor along Washington Avenue South. The plan further guides streetscape improvements for the block which the proposal is in full

conformance with. As proposed, this development is in conformance with those guidelines.

The proposal to rezone the parcel to C3A is in conformance with the above noted principles, policies and implementation steps of 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 amendment would allow the entire block to be categorized and developed under one higher intensity zone district classification. The C3A district is in the public interest insofar as it would allow a level of density and mix of uses that support the other commercial and cultural uses in the area.

**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 site is currently zoned I1 with several overlay districts. The site is bordered by C3A zoning to the north and west of the property and by I1 zoning to the south and east. Adjacent uses include a mixture of commercial, residential and industrial uses. Given the mixture of surrounding zoning classifications and uses in the area staff believes that the C3A zoning district would be compatible in this location.

**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 of the property permitted under the I1 zoning district. The I1 zoning district is a Light Industrial district. Permitted uses in the I1 district include, but are not limited to, the following:

- Research, development and testing laboratory
- Art gallery
- Restaurants
- Clinic, medical or dental
- Coffee shop
- Child care center

**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.**

Under the 1963 Zoning Code, the subject property and the surrounding area were zoned M1-4 (Light Manufacturing District). The property has supported a liquor store, gas station, large surface parking lot as well as other commercial and residential uses for a considerable amount of time. Due to the proximity to C3A zoning, Staff believes that the rezoning request is reasonable and appropriate and is consistent with the trend of additional high density, mixed use development in the area.

**CONDITIONAL USE PERMIT** - for a Planned Residential Development

**Exceptions to Zoning Ordinance Standards:** Chapter 527, Planned Unit Development authorizes the City Planning Commission to approve exceptions to the zoning regulations that are applicable to the zoning district in which the development is located. This may be done only upon finding that the Planned Unit Development includes adequate site amenities to address any adverse effects of the exception.

**Exceptions requested:**

**(1) Building Height:** The height requirement in the C3A zoning district is four stories or 56 feet, whichever is less. The subject properties are located in the DH (Downtown Height) Overlay District which was established to regulate the building bulk requirements of structures within portions of the downtown area where such regulation is consistent with the planned character of the area and its surroundings. For this specific development which is located between Washington Avenue South and Second Street South, the maximum height for all principal structures, except single and two-family dwellings or cluster developments, shall be eight (8) stories or one hundred twelve (112) feet, whichever is less. In a Planned Unit Development the height of structures may be increased for the purposes of promoting an integrated project that provides additional site amenities. The proposed height of the new U-shaped commercial and residential building varies from 7 to 10 stories and is at a maximum 112 feet.

**(2) Number of loading spaces (Off-street loading):** The applicant is required to provide the following: a total of 5 small loading spaces for each of the proposed 5 retail/commercial spaces and the residential component is required as approved by the conditional use permit. The applicant is requesting an exception as they propose to provide 1 large space on site. The loading space is proposed to be located internally within the site, within the building on the ground level. The applicant has committed to coordinating and staggering delivery times in order to allow for the sharing of the singular loading space. The applicants propose to locate parking within the loading area after 5 pm. It is Planning Staff's position that since the applicant is proposing one large space, which will be shared by both the retail/commercial spaces as well as the residential uses, that the loading space should be available for loading at all times with no parking allowed in the loading zone.

**Findings as Required by the Minneapolis Zoning Code:**

The Community Planning and Economic Development Department – Planning Division has analyzed the application and from the findings above concludes that the establishment, maintenance, or operation of the proposed conditional use:

**1. Will not be detrimental to or endanger the public health, safety, comfort or general welfare.**

The Planning Division does not believe that a planned residential development would be detrimental to or endanger the public health, safety or general welfare. The property has most recently supported a liquor store, gas station, surface parking lot and empty warehouse. In general, the proposed development incorporating a mix of commercial and residential uses is a more desirable use of the subject properties.

**Building height:** Staff would not expect that allowing an additional 3 stories on the north elevation, on the Mississippi River side of the property along 2<sup>nd</sup> Street while maintaining the overall height permitted in feet, of 112 feet would endanger the public health, safety or general comfort or welfare.

**Number of loading spaces (Off-street loading):** Staff would not expect that allowing an exception to allow a reduction in the number of loading spaces required as a part of the development would endanger the public health, safety, comfort or general welfare. The applicant fully intends to schedule all retail deliveries so that there are no conflicts regarding the use of the loading space. When not utilized by the retail/commercial spaces, the loading space would be available for residents to use.

**2. 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 for uses permitted in the district.**

The Planning Division does not generally believe that a planned residential development would be injurious to the use and enjoyment of surrounding property nor would it impede the normal development of the surrounding area.

**Building height:** Staff does not believe that allowing an increase in the allowable height would be injurious to the use and enjoyment of surrounding property nor would it impede the normal development of the surrounding area. The overall height of the project falls within the DH (Downtown Height) Overlay District standards as it applies to feet, however is 3 additional stories taller on the north elevation than what is permitted. As previously mentioned, should the property be rezoned, the underlying zone district requires that the height of buildings not be any greater than 4 stories or 56 feet, whichever is less. With the application of the DH Overlay District, the buildings on site are permitted to be eight (8) stories or one hundred twelve (112) feet, whichever is less. In a Planned Unit Development, the height of structures may be increased for the

purposes of promoting an integrated project that provides additional site amenities. The proposed height of the new U-shaped commercial and residential building varies from 7 to 10 stories and is at a maximum height of 112 feet.

The proposed structure along both Washington Avenue and 10<sup>th</sup> Avenue (north and west elevations) would be 7 stories or 76 feet 8 inches tall and the portion of the building along 2<sup>nd</sup> Street (north elevation) would be 10 stories or 112 feet tall. The variation in the height of the building allows the elevations adjacent to Washington Avenue and 10<sup>th</sup> Avenue to compliment the scale and character of other buildings located in the vicinity. The distribution of height on the north elevation has been designed to take advantage of river views.

**Number of loading spaces:** Staff does not believe that allowing a reduction in the number of loading spaces for the proposed development would be injurious to the use and enjoyment of surrounding property nor would it impede the normal development of the surrounding area. As previously mentioned, the applicant has committed to coordinating all delivery times so that there are no conflicts regarding use for the proposed loading space.

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

The applicant will be working closely with the Public Works Department and with the Plan Review Section of the Inspections Department and the various utility companies during the duration of the development to ensure that all procedures are followed in order to comply with city and other applicable requirements.

The applicant has submitted a TDM (Travel Demand Management) Plan which is currently under review by the Public Works Department. The applicant has met with Public Works and Planning Staff and is aware that the plan is expected to incorporate any applicable comments or modifications required by the Public Works Department.

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

The required number of parking spaces for the proposed development is 300 spaces. The applicant is providing more than the minimum requirement for the proposed development as a total of 532 parking stalls are being proposed in an underground ramp for the entire development. An additional 23 parking spaces are being proposed within the building on the ground level at the interior of the site for the retail and commercial uses. The building on site that the applicant intends to retain will have the existing attached garage removed and a new garage constructed as part of the project. The new garage is proposed to be two levels with a total of 16 enclosed parking spaces. Additionally, an existing surface lot for the building is proposed to be maintained. The existing surface lot is adjacent to 11<sup>th</sup> Avenue and currently contains 18 parking spaces. Overall, a total of 589 parking spaces would be provided for the entire Planned Residential Development.

The additional parking spaces being provided beyond the minimum are so that a ratio of 1.85 stalls per dwelling unit are being provided for each dwelling unit in the development. Staff will require that the existing surface lot be modified to comply with Chapter 530. The proposal includes parking for 277 bicycles as well.

**5. Is consistent with the applicable policies of the comprehensive plan.**

See the above listed response to finding #1 in the rezoning application.

**6. And, does in all other respects conform to the applicable regulations of the district in which it is located.**

With the approval of the rezoning, conditional use permit, site plan review and preliminary plat this development would meet the requirements of the C3A zoning district.

**Additional Findings Required for a Planned Unit Development**

**(1) That the planned unit development complies with all of the requirements and the intent and purpose of this chapter. In making such determination, the following shall be given primary consideration:**

*a. The character of the uses in the proposed planned unit development, including in the case of a planned residential development the variety of housing types and their relationship to other site elements and to surrounding development.*

The character of the uses in the proposed planned residential development would be compatible with the surrounding area. The development would include a mix of retail/commercial and residential uses. The proposed residential units are for sale units and will vary in size. The proposed uses are similar to others that exist in the area and the proposed site elements are accessible to residents of the development.

*b. The traffic generation characteristics of the proposed planned unit development in relation to street capacity, provision of vehicle access, parking and loading areas, pedestrian access and availability of transit alternatives.*

The Public Works Department has reviewed a Traffic Demand Management (TDM) Plan which analyzed the traffic generation characteristics of the proposed development in relation to street capacity, vehicular access, parking and loading areas, pedestrian access as well as the availability of transit alternatives. The final plan has been submitted for Public Works review.

*c. The site amenities of the proposed planned unit development, including the location and functions of open space and the preservation or restoration of the natural environment and historic features.*

There are proposed amenities which have been included in the proposal. A large landscaped plaza is proposed at the interior of the site which technically would be considered a green roof as the vegetation would be located on top of the underground parking garage. Additionally, the applicant would be required to modify the existing surface parking lot located adjacent to 11<sup>th</sup> Avenue South to conform with the requirements of Chapter 530. Furthermore, the applicant is proposing to preserve and integrate a restored building into the proposed development.

*d. The appearance and compatibility of individual buildings and parking areas in the proposed planned unit development to other site elements and to surrounding development, including but not limited to building scale and massing, microclimate effects of the development and protection of views and corridors.*

The appearance and compatibility of individual buildings and parking areas within the proposed planned residential development to other site elements and to surrounding development is apparent. The proposed building scale and massing is compatible with what exists in the area. The building as proposed has been designed predominantly to fit into all applicable city regulations, however, would be expected to have some impacts on the views and corridors that exist in the area. There would likely be minimal microclimate effects as a result of the proposed development. Staff believes that the proposed height is appropriate and that the overall design creates a pedestrian-oriented development that provides street-facing entrances and activity. Retail/commercial spaces will line the street along both Washington Avenue and 10<sup>th</sup> Avenue. Residential units will line the ground floor along 2<sup>nd</sup> Street.

*e. The relation of the proposed planned unit development to existing and proposed public facilities, including but not limited to provision for stormwater runoff and storage, and temporary and permanent erosion control.*

Public Works will be reviewing the relation of the proposed planned unit development to existing and proposed public facilities. The development would need to comply with all applicable city regulations.

**(2) That the planned unit development complies with all of the applicable requirements contained in Chapter 598, Land Subdivision Regulations.**

With the approval of the proposed plat, the proposed planned commercial development complies with all of the applicable requirements contained in Chapter 598, Land Subdivision Regulations.

**SITE PLAN REVIEW:**

**Required Findings for Site Plan Review**

- A. The site plan conforms to all applicable standards of Chapter 530, Site Plan Review. (See 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 and applicable small area plans adopted by the city council. (See Section B Below for Evaluation.)**

**Section A: Conformance with Chapter 530 of Zoning Code**

**BUILDING PLACEMENT AND FAÇADE:**

- 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. In the case of a corner lot, the principal entrance shall face the front lot line.
- 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 walls shall provide architectural detail and shall contain windows as required by Chapter 530 in order to create visual interest and to increase security of adjacent outdoor spaces by maximizing natural surveillance and visibility.
- In larger buildings, architectural elements, including recesses or projections, windows and entries, shall be emphasized to divide the building into smaller identifiable sections.
- Blank, uninterrupted walls that do not include windows, entries, recesses or projections, or other architectural elements, shall not exceed twenty five (25) feet in length.
- Exterior materials shall be durable, including but not limited to masonry, brick, stone, stucco, wood, metal, and glass.
- 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 fronting along a public street, public sidewalk, public pathway, or adjacent to a residence or office residence district.
- Entrances and windows:
- Residential uses:
  - Principal entrances shall be clearly defined and emphasized through the use of architectural features such as porches and roofs or other details that express the importance of the entrance. Multiple entrances shall be encouraged. Twenty (20) percent of the walls on the first floor and ten (10) percent of the walls on each floor above the first that face a public street, public sidewalk, public pathway, or on-site parking lot, shall be windows as follows:
    - a. Windows shall be vertical in proportion.
    - b. Windows shall be distributed in a more or less even manner.

- **Nonresidential uses:**
  - Principal entrances shall be clearly defined and emphasized through the use of architectural features such as roofs or other details that express the importance of the entrance. Multiple entrances shall be encouraged. Thirty (30) percent of the walls on the first floor and ten (10) percent of the walls on each floor above the first that face a public street, public sidewalk, public pathway, or on-site parking lot, shall be windows as follows:**
    - a. **Windows shall be vertical in proportion.**
    - b. **Windows shall be distributed in a more or less even manner.**
    - c. **The bottom of any window used to satisfy the ground floor window requirement may not be more than four (4) feet above the adjacent grade.**
    - d. **First floor or ground floor windows shall have clear or lightly tinted glass with a visible light transmittance ratio of 0.6 or higher.**
    - e. **First floor or ground floor windows shall allow views into and out of the building at eye level. Shelving, mechanical equipment or other similar fixtures shall not block views into and out of the building in the area between four (4) and seven (7) feet above the adjacent grade. However, window area in excess of the minimum required area shall not be required to allow views into and out of the building.**
    - f. **Industrial uses in Table 550-1, Principal Industrial Uses in the Industrial Districts, may provide less than thirty (30) percent windows on the walls that face an on-site parking lot, provided the parking lot is not located between the building and a public street, public sidewalk or public pathway.**

**Minimum window area shall be measured as indicated in section 531.20 of the zoning code.**

- **The form and pitch of roof lines shall be similar to surrounding buildings.**
- **Parking Garages: The exterior design shall ensure that sloped floors do not dominate the appearance of the walls and that vehicles are screened from view. At least thirty (30) percent of the first floor building wall that faces a public street, public sidewalk or public pathway shall be occupied by active uses, or shall be designed with architectural detail or windows, including display windows, that create visual interest.**

The proposed and existing structures are located within 8 feet of all property lines. Two principal structures would be located on two separate lots including the proposed new, U-shaped mixed use commercial/residential structure and the existing 212 building located adjacent to 11<sup>th</sup> Avenue South. All buildings are oriented towards the streets. The new U-shaped mixed use building with ground level commercial and residential uses on the ground level and upper floors is oriented toward Washington Avenue South, 11<sup>th</sup> Avenue South and 2<sup>nd</sup> Street South. The existing building is located on the 11<sup>th</sup> Avenue South frontage and is oriented towards that frontage. The use of progressive design and street-oriented building alignments is reinforced with the proposed development. The design also maximizes natural surveillance and visibility, and facilitate pedestrian access and circulation. The area between the buildings and the public streets will have new and existing tree plantings along all four street frontages. Based on the active uses proposed for the development, Staff considers this to be a pedestrian oriented development along all street frontages, although some of the 11<sup>th</sup> Avenue frontage contains drive-cuts and an existing surface parking lot. The curb-cuts are the only curb cuts on the entire block as the applicant chose to consolidate the ingress/egress to the site on to one frontage.

The façade of both buildings along all street frontages incorporate windows that meet the 30% window requirement. Windows between 2 and 10 feet are required in order to provide natural surveillance and visibility by having active uses located along public streets. The proposal is meeting the intent of this requirement by integrating active uses at the street level. The proposed development meets the 10% window requirement on each floor above the first floor that faces the public street and public sidewalk.

As previously mentioned, the building is U-shaped. The residential units facing the streets have recessed balconies and the residential units facing the interior courtyard would have protruding balconies. All balconies would have pre-finished aluminum railings. The exterior materials and appearance of the rear and side walls of the proposed building as well as the existing building are proposed to be similar to and compatible with the front of the buildings. The materials on the existing building are primarily brick. The materials on the proposed structure would be red brick in both stack and running bond, curtain walls with clear, lightly tinted spandrel and a small portion of etched glass in a bridge pattern along 10<sup>th</sup> Avenue as well as a dark accent stone and metal and aluminum elements. The base of the building at the south half is a limestone colored manufactured stone and the base along the north half is stained concrete. The proposed buildings incorporate architectural elements including recesses and projections, windows and entries. Along the interior north, south and east ground floor elevations of the proposed mixed-use building there appear to be blank uninterrupted walls that exceed 25 feet in width. Staff will require as a condition of approval that windows, entries, recesses or projections or other architectural elements be incorporated into the façade to meet this requirement. Staff would suggest that the columnar elements be extended to the ground level on those elevations.

There is a 3-story underground parking ramp proposed for the development. There is also parking proposed within the building at the interior of the site on the ground level. Additionally, surface parking exists and is proposed to be maintained along the 11<sup>th</sup> Avenue South frontage. All parking for the site including underground, ground level within the building and the existing surface parking would be accessed off of 11<sup>th</sup> Avenue. The parking ramp has been designed so that sloped floors do not dominate the appearance of the façade as the ramp is completely underground. The proposed parking located within the building at the interior of the site on the ground level lacks a building wall on the east elevation. In order to better mask the parking located internally, Staff would require that the applicant incorporate a decorative metal wall-like element to provide more of a screening effect along the east elevation.

### **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 530.150 (b) related to alley access.**
- **Site plans shall minimize the use of impervious surfaces.**

The principal entrances of the proposed building and existing building are located directly adjacent to the public sidewalk. Primary entrances to the retail spaces lining both Washington Avenue and 10<sup>th</sup> Avenue South will be located directly off the public sidewalk. The primary residential entrance and lobby would be located off of 10<sup>th</sup> Avenue South as well. The residential entrance as required is a secure entrance. The applicant is proposing to stripe walkways adjacent to the retail parking spaces. Staff would require as a condition of approval that the walkways adjacent to the rear entrances of the retail spaces be raised or elevated walkways. The existing building and parking lot proposed to be retained on site requires that pedestrians utilize the drive-aisle to access the building as the parking is located on either side of the drive-way.

There are no transit shelters within the development.

The proposed development has been designed to minimize conflicts with pedestrian traffic and surrounding residential uses.

There would not be any impacts on residential properties as there are none adjacent.

There are no public alleys adjacent to the site.

The site has been somewhat designed to minimize the use of impervious surfaces through the use of landscaping throughout the site as the proposal meets the 20% requirement. The majority of the site is covered by proposed and existing buildings. However, Staff believes that there are additional opportunities to improve and increase the impervious surface on site as the existing surface parking lot located adjacent to 11<sup>th</sup> Avenue South would be required to meet the requirements of Chapter 530 which would include additional landscaping.

### **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, including all required landscaped yards, shall be landscaped as specified in section 530.160 (a).**
- **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.**

- **Except as otherwise provided, 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 530.170 (b), including providing landscape yards along a public street, public sidewalk or public pathway and abutting or across an alley from a residence or office residence district, or any permitted or conditional residential use.**
- **The corners of parking lots where rows of parking spaces leave areas unavailable for parking or vehicular circulation shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks or bicycle parking.**
- **In parking lots of ten (10) spaces or more, no parking space shall be located more than fifty (50) feet from the center of an on-site deciduous tree. Tree islands located within the interior of a parking lot shall have a minimum width of seven (7) feet in any direction.**
- **All other areas not governed by sections 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 530.210.**
- **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 530.80, as provided in section 530.220.**

The proposal does meet the 20% landscape requirement. The total site area is 103,812 square feet or 2.38 acres and the proposed building footprint on the site would be 74,934 square feet. A total of 5,776 square feet of landscaping would be necessary to meet the 20% requirement. The applicant is providing 6,680 square feet or approximately 23.5%. The zoning code requires that there be at least 11 trees and 58 shrubs. The applicant is proposing to provide 9 trees on site in the landscaped area and 25 street trees for a total of 34 trees, 30 shrubs and 585 perennials on the site. Staff would require that the applicant modify the landscape proposal to include the minimum quantities. Additionally, the applicant proposes to include rock mulch in the landscape area. Staff would require that no rock mulch be used, and instead replaced with wood mulch.

There are no true yards proposed for the development however, a landscaped yard and screening is required between the existing surface parking lot and 11<sup>th</sup> Avenue South. There is currently a 7 foot wide landscaping strip as required, however no screening is being provided. Screening shall be provided that meets the requirements of 530.170. Additionally, the parking lot has an existing 16 foot wide curb cut off of 11<sup>th</sup> Avenue which widens into a 32 foot drive aisle. Staff would recommend that the applicant provide a 6 foot wide landscaped strip along the southern edge of the surface parking lot. This would result in the reduction of impervious surfaces on site and the drive aisle to 26 feet.

In parking lots of ten (10) spaces or more, no parking space shall be located more than fifty (50) feet from the center of an on-site deciduous tree. With the required modifications to the existing surface lot adjacent to 11<sup>th</sup> Avenue South, the proposal would comply with this requirement.

### **ADDITIONAL STANDARDS:**

- **All parking lots and driveways shall be designed with wheel stops or discontinuous curbing to provide on-site retention and filtration of stormwater. Where on-site retention and filtration is not practical, the parking lot shall be defined by six (6) inch by six (6) inch continuous concrete curb.**
- **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.**
- **To the extent practical, site plans shall minimize the blocking of views of important elements of the city.**
- **To the extent practical, buildings shall be located and arranged to minimize shadowing on public spaces and adjacent properties.**
- **To the extent practical, 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 related to:**
  - **Natural surveillance and visibility**
  - **Lighting levels**
  - **Territorial reinforcement and space delineation**
  - **Natural access control**
- **To the extent practical, 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.**

The existing surface parking lot located adjacent to 11<sup>th</sup> Avenue South will be required to be modified per Chapter 530 to include landscaping and screening as required. Curbing exists and will be provided as necessary to direct stormwater on site.

The applicant is proposing to install decorative sconce type, wall mounted light fixtures throughout the site. A photometric plan was not submitted as part of the application but will be required with the final submittal. All lighting will need to be downcast and shielded to avoid undue glare. All lighting shall comply with Chapters 535 and 541 and Planning Staff shall review the details of the fixtures in the final review prior to permit issuance. The City's CPTED officer has recommended that any additional plantings follow the 3' – 7' rule to allow visibility on site and that quality securing/locking mechanisms be utilized for all storage units located in the underground parking ramp.

The proposed parking facilities are located in an underground ramp, in the interior of site within the building on the ground level of the development, within a proposed garage and in an existing surface lot located adjacent to 11<sup>th</sup> Avenue South. The applicant has requested an exception for loading as one large loading space is proposed at the interior of the site. The parking and loading facilities have been designed to avoid headlights from shining on adjacent properties. There are no adjacent residential properties that would be impacted as all access to and from the site would be off of 11<sup>th</sup> Avenue South. No residential properties are located across 11<sup>th</sup> Avenue South.

Due to the proposed heights of the building within the development, some blocking of views would be expected as would some shadowing of public space and adjacent properties. The proposed buildings would also be expected to have some impacts on light, wind and air in relation to the surrounding area.

While the existing building adjacent to 11<sup>th</sup> Avenue South is not historically designated, the applicant has chosen to preserve and integrate the building on site as part of the planned unit development. The structure had recently been renovated and additional site improvements would be included as the dilapidated attached garage would be replaced with a new garage and the surface parking lot would be modified to include landscaping and screening improvements per Chapter 530 requirements.

**Section B: Conformance with All Applicable Zoning Code Provisions and Consistency with the Comprehensive Plan and Applicable Small Area Plans Adopted by the City Council**

**ZONING CODE** - The proposed use is conditional in the C3A District

With the approval of the conditional use permit, site plan review, preliminary and final plat this development would meet the requirements of the C3A zoning district.

**Specific Development Standards for a planned commercial development:**

A planned commercial development shall conform to the standards of Chapter 527, Planned Unit Development.

**Exceptions to Zoning Ordinance Standards:** Chapter 527, Planned Unit Development authorizes the City Planning Commission to approve exceptions to the zoning regulations that are applicable to the zoning district in which the development is located. This may be done only upon finding that the Planned Unit Development includes adequate site amenities to address any adverse effects of the exception.

**Placement of Structures:** In a Planned Unit Development there may be more than one principal structure located on a lot. There will be 2 lots in this development with 2 separate buildings located on each lot.

**Bulk Regulations:**

**Floor Area:** The floor area ratio (FAR) for the C3A zoning district is 2.7. With the application of the DH Overlay District, the FAR base is 4.0. In a Planned Unit Development the floor area ratio may be increased up to 20 percent for the purpose of promoting an integrated project that provides additional site amenities. Staff is recommending approval of the 20 percent increase as the project is providing additional amenities and site

improvements which include: underground parking and loading, mixed-use commercial and residential development, green roof technology, etc. With the 20 percent increase for an integrated project providing additional site amenities, the FAR would be 4.8. Additional, 20% bonuses are applicable for the proposed development for enclosed parking (+.8) and mixed use (+.8). The total allowable FAR with 3 20% bonuses is 6.4. The FAR of the proposed development is 5.7. The lot area is 103,812 square feet in size. Thus the allowable square footage for the site would be 664,396 square feet. This proposal is for a total of 587,608 square feet (new construction = 574,360 square feet, existing building + new garage = 13,248 square feet).

**Building Height:** The height requirement in the C3A zoning district is four stories or 56 feet, whichever is less, however the property is located in the DH Overlay District which allows eight (8) stories or one hundred twelve (112) feet, whichever is less. In a Planned Unit Development the height of structures may be increased for the purposes of promoting an integrated project that provides additional site amenities. The proposed height of the new U-shaped commercial and residential building varies from 7 to 10 stories and is at a maximum 112 feet. The applicant is requesting an exception under the PUD to increase the height.

#### **Lot Requirements:**

**Generally:** The minimum lot area for a Planned Unit Development in the C3A zoning district is two acres. This site is 103,812 square feet or 2.38 acres.

**Density Bonus:** The minimum lot area per dwelling unit in the C3A zoning district is 400 square feet. In a Planned Unit Development the minimum lot area per dwelling unit may be reduced up to twenty percent. The applicant is not requesting such a reduction. Two 20% bonuses are applicable for enclosed parking and mixed use. This development could provide up to 224 units without bonuses. With the application of the two 20% bonuses an additional 88 units could be provided on site for a total of 312 units. The applicant is proposing to have 277 new dwelling units on this site and there are 4 that are existing for a total of 281 residential units on site.

**Yards:** Given that this site and the adjacent properties would be zoned commercial there are no setback requirements for the proposed building.

**On-Premise Signs:** The applicant has not submitted a sign plan as part of this application. The applicant has stated that all signage proposed as part of the development will meet the Code. Please note that a sign plan and permits are required before signage may be installed.

**Off-Street Parking and Loading:** The required number of parking spaces for the proposed development is 300 spaces. The applicant is providing more than the minimum requirement for the proposed development as a total of 532 parking stalls are being proposed in an underground ramp for the entire development. An additional 23 parking spaces are being proposed on within the building at the interior of the site on the ground level for the retail and commercial uses. The building on site that the applicant intends to retain will have the existing attached garage removed and a new garage constructed as part of the project. The new garage is proposed to be two levels with a total of 16 enclosed parking spaces. Additionally, an existing surface lot for the building is proposed to be maintained. The existing surface lot is adjacent to 11<sup>th</sup> Avenue and currently contains 18 parking spaces. Overall, a total of 589 parking spaces would be provided for the entire Planned Residential Development. The additional parking spaces being provided beyond the minimum are so that a ratio of 1.85 stalls per dwelling unit are being provided for each dwelling unit in the development. Staff will require as a condition of approval that the existing surface lot be required to comply with Chapter 530. The proposal includes parking for 277 bicycles as well. Please note that the applicant is working with the Planning Division and the Public Works Department to complete a Travel Demand Management Plan.

## **MINNEAPOLIS PLAN**

See the above listed response to finding #5 in the conditional use permit application for the planned commercial development.

### **Section C: Conformance with Applicable Development Plans or Objectives Adopted by the City Council**

No small area plans for this area of Minneapolis have been adopted by the City Council.

### **ALTERNATIVE COMPLIANCE**

**The Planning Commission may approve alternatives to any 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 limited to additional open space, additional landscaping and screening, green roof, decorative pavers, ornamental metal fencing, architectural enhancements, 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.**

No alternative compliance measures are required based on the proposal.

### **PRELIMINARY PLAT –**

#### **Required Findings:**

- 1. The subdivision is in conformance with these land subdivision regulations, the applicable regulations of the zoning ordinance and policies of the comprehensive plan.**

The subdivision is in conformance with the design requirements of the land subdivision regulations. The site would be a fully developed property should the land use applications be approved with the existing and proposed buildings located up to the property lines.

- 2. The subdivision will not be injurious to the use and enjoyment of other property in the immediate vicinity, nor be detrimental to present and potential surrounding land uses, nor add substantially to congestion in the public streets.**

The plat will create two lots for the proposed planned unit development. There are various conditions of approval on the planned unit development site plan that should address any negative impacts of the development.

- 3. All land intended for building sites can be used safely without endangering the residents or users of the subdivision or the surrounding area because of flooding, erosion, high water table, soil conditions, improper drainage, steep slopes, rock formations, utility easements or other hazard.**

The site is flat and does not present the above hazards.

- 4. The lot arrangement is such that there will be no foreseeable difficulties, for reasons of topography or other conditions, in securing building permits and in providing driveway access to buildings on such lots from an approved street. Each lot created through subdivision is suitable in its natural state for the proposed use with minimal alteration.**

The lots being created by this plat present no foreseeable difficulties for the proposed development. No significant alterations to the land appear necessary.

**5. The subdivision makes adequate provision for storm or surface water runoff, and temporary and permanent erosion control in accordance with the rules, regulations and standards of the city engineer and the requirements of these land subdivision regulations. To the extent practicable, the amount of stormwater runoff from the site after development will not exceed the amount occurring prior to development.**

Public Works will review and approve drainage and sanitary system plans before issuance of building permits.

**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 **approve** the rezoning petition to change the zoning classification of the property located at 1000, 1010 and 1026 Washington Avenue South, 200 and 212 11<sup>th</sup> Avenue South from the I1 district to the C3A district and removal of the IL Overlay District.

**Recommendation of the Department of Community Planning and Economic Development – Planning Division for the conditional use permit:**

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the application for a conditional use permit to allow for a Planned Residential Development for property located at 1000, 1010 and 1026 Washington Avenue South, 200 and 212 11<sup>th</sup> Avenue South.

**Recommendation of the Department of Community Planning and Economic Development – Planning Division for the site plan review:**

The Department of Community Planning and Economic Development– Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the site plan review application for property located at 1000, 1010 and 1026 Washington Avenue South, 200 and 212 11<sup>th</sup> Avenue South subject to the following conditions:

1. Planning Staff review and approval of the final site, elevation and landscaping plans.
2. All site improvements shall be completed by April 14, 2008 unless extended by the Zoning Administrator, or the permit may be revoked for non-compliance.

3. The applicant shall submit a lighting plan showing foot candle measurements before final plans are approved.
4. The Travel Demand Management Plan must be approved by the Planning Director prior to submission of plans for final approval and building permit issuance.
5. No parking shall be permitted at any time within the loading area.
6. The parking located within the building at the interior of the site on the ground level lacks a building wall on the east elevation. The applicant shall incorporate a decorative metal wall-like element to provide more of a screening effect along the east elevation.
7. Walkways adjacent to the rear entrances of the retail spaces shall be raised or elevated walkways.
8. Screening shall be provided that meets the requirements of 530.170 between the existing surface parking lot and 11<sup>th</sup> Avenue South.
9. The applicant shall provide a 6 foot wide landscaped strip along the southern edge of the surface parking lot adjacent to 11<sup>th</sup> Avenue South.
10. The landscape plan must be modified to include the required minimum quantities. All rock mulch must be replaced with wood mulch.
11. Incorporation of windows, entries, recesses, projections or other architectural elements along the interior north, south and east ground floor elevations of the proposed mixed-use building to break up the blank uninterrupted walls that exceed 25 feet in width per Section 530.120
12. Approval of the conditional use permit for a Planned Unit Development.

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

The Department of Community Planning and Economic Development– Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the preliminary plat application for property located at 1000, 1010 and 1026 Washington Avenue South, 200 and 212 11<sup>th</sup> Avenue South.

**Attachments:**

1. Legal description
2. Statement of use and Findings
3. Correspondence – CM Goodman and DMNA, etc.
4. Zoning map
5. Plans – site survey, site plan, floor plans, elevations, landscape plans
6. Renderings from various vantage points
7. Pictures of the existing conditions
8. PDR notes

**Legal Description:**

**1000 and 1010 Washington Avenue South**

Lots 8, 9 and 10, Block 113 Town of Minneapolis, Hennepin County, Minnesota

Also that part of Lots 1, 2 and 3 lying northeasterly of the southwesterly 20 feet thereof,  
Block 113, Town of Minneapolis, Hennepin County, Minnesota

(PID: 26-029-24-12-0085)

(Abstract)

(Approximately 1.44 acres)

**1026 Washington Avenue South**

The northeasterly 80 feet of the southwesterly 100 feet of Lots 4 and 5, Block 113, Town  
of Minneapolis, Hennepin County, Minnesota

(PID: 26-029-24-12-0086)

(Abstract)

(Approximately .24 acres)

**200 11<sup>th</sup> Avenue South**

The northeasterly 115 feet of Lots 6 and 7, Block 113, Town of Minneapolis, Hennepin  
County, Minnesota

(PID: 26-029-24-12-0088)

(Abstract)

(Approximately .35 acres)

**212 11<sup>th</sup> Avenue South**

The northeasterly 65 feet of Lots 4 and 5, Block 113, Town of Minneapolis, Hennepin  
County, Minnesota

and

The southwesterly 50 feet of Lots 6 and 7, Block 113, Town of Minneapolis, Hennepin  
County, Minnesota

(PID: 26-029-24-12-0075)

(Abstract and Torrens)

(Approximately .35 acres)

Department of Community Planning and Economic Development – Planning Division  
BZZ-2837 and PL-194