

**Department of Community Planning and Economic Development – Planning Division**  
Site Plan Review  
BZZ-3312

**Date:** November 27, 2006

**Applicant:** Urban Anthology

**Address of Property:** 4737 & 4745 Cedar Ave S

**Project Name:** Cedar & Minnehaha Reuse

**Contact Person and Phone:** Margo Geffen, (612) 924-6415

**Planning Staff and Phone:** Tara Beard, (612) 673-2351

**Date Application Deemed Complete:** October 27, 2006

**End of 60-Day Decision Period:** December 26, 2006

**End of 120-Day Decision Period:** N/A.

**Ward:** 12

**Neighborhood Organization:** Standish Ericsson Neighborhood Association, adjacent to Field-Regina-Northrup Neighborhood Group and Nokomis East Neighborhood Association.

**Existing Zoning:** C2 Neighborhood Corridor District, FP Floodplain Overlay District, SH Shoreland Overlay District

**Proposed Zoning:** N/A

**Zoning Plate Number:** 32

**Lot area:** 22,029 square feet

**Proposed Use:** Coffee Shop with drive through and a restaurant, delicatessen.

**Concurrent Review:**

- Site Plan Review

**Applicable zoning code provisions:** Chapter 530 Site Plan Review

**Background:** The applicant is proposing to reuse the two existing buildings located at 4737 & 4745 Cedar Ave S as a “take and bake” pizza shop and a coffee shop with drive-through, respectively. The site is zoned C2 which permits a coffee shop and a drive through; the “take and bake” pizza shop is

characterized as a restaurant, delicatessen, which is also permitted in C2. Because the project includes the creation of a drive-through, Site Plan Review is required.

The site is located within the Floodplain Overlay District and the Shoreland Overlay District because of its proximity to Minnehaha Creek. There are no conditional use permits being sought, therefore the Floodplain Overlay District findings are not required for this application. Furthermore, the project is not on a steep slope, and no new construction is proposed, therefore Shoreland Overlay District related applications are not required. The Department of Natural Resources and the Minnehaha Creek Watershed District were notified of the application. No comments were received from either group at the time of the writing of this report.

The applicant is proposing a variety of site improvements to add the drive through use and increase landscaping and maneuverability on the site. A small 201 square foot addition is proposed in the rear of the 4737 building. Preliminary Development Review (PDR) occurred on November 8, 2006, which led to some significant changes to the proposed site plan. A revised site plan has been submitted, but a landscape plan has not. Staff has worked with the applicant to address landscape issues that are not yet shown in plan.

At the time of the writing of this report staff has not received any written comments from the neighborhood or any individuals.

## **SITE PLAN REVIEW**

### **Findings as Required By the Minneapolis Zoning for 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 530.120 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.**

### **Conformance:**

- Neither building reinforces the street wall. Both buildings are existing. A small addition is proposed to the rear of the 4737 building.
- Neither building is within 8 feet of the property line. Both buildings are 43 feet from the front lot line. This is an existing condition.
- Amenities between the buildings and the lot line include parking, walkways, landscaping, and some outdoor seating in the warmer months of the year.
- The 4737 building did not previously have a principal entrance as it was a walk-up business. A new entrance is proposed to allow a small customer area inside the building for food pick-up. This entrance faces south, toward the 4745 building. Staff recommends as a condition of approval that this new entrance be oriented toward Cedar Ave S.
- Two entrances are proposed facing the front lot line for the 4745 building.
- On site parking is located primarily to the rear of the building, but some parking spaces are located in front, as well. Because the buildings are set so far back from the front lot line, it makes sense that minimal parking would be provided in front of the building. Staff is recommending alternative compliance for this condition because these buildings have historically had parking in front of them and the parking will be newly screened due to proposed site improvements.
- Windows are calculated below and materials and other architectural details are used to create visual interest on the west and south facades of the 4745 building. New windows are also proposed for the façade of the 4737 building.
- Blank walls exceed 25 feet on the north and east elevations of the 4745 building. The north elevation is an existing blank wall and although new materials are proposed, no windows or details would be added. Because this is an existing condition, alternative compliance is not required. The east elevation has a 36 foot section between an existing door and a proposed pick-up window that would be a blank wall. The existing east elevation has a garage door and small building addition that breaks up any blank wall. However, the new materials proposed are an improvement (from vinyl siding to brick) and the dilapidated addition will be removed. Furthermore, the east elevation faces the rear of the site. The applicant has indicated that the existing door may be removed. Staff recommends alternative compliance for the blank wall as vehicles in the drive through lane will block most of the elevation and will provide some eyes on the rear parking lot.
- The 4737 building does not have any portions of blank wall that exceed 25 feet.
- The 4745 building has existing exterior materials of vinyl siding and stone veneer. The proposed changes to the exterior would patch and repair existing brick underneath the existing materials and new E.I.F.S. on the north and a small portion of the east elevation. The shingled mansard roof will be resurfaced with aged bronze metal siding.

- The 4737 building has existing exterior materials of vinyl siding, stone veneer, and plastic panels. The applicant is proposing to resurface the building and new addition in materials that will match the 4745 building, including E.I.F.S. and brick.
- The west, east, and south elevations of the 4745 building are required to have 30% windows because they face a public street, an on-site parking lot, and public pathway, respectively.

Windows are proposed as follows:

- West Elevation (faces public street)
  - 1<sup>st</sup> floor: 30% required, 45% provided
- East Elevation (faces on-site parking lot)
  - 1<sup>st</sup> floor: 30% required, 2% provided
- South Elevation (faces public pathway)
  - 1<sup>st</sup> floor: 30% required, 16% provided

Because the applicant is not decreasing window area, alternative compliance is not required.

- The east and west elevations of the 4737 building require 30% windows because they face an on-site parking lot and a public street, respectively. The proposed windows are as follows:
  - East Elevation (faces on-site parking lot)
    - 1<sup>st</sup> floor: 30% windows required, 11% provided.
  - West Elevation (faces public street)
    - 1<sup>st</sup> floor: 30% required, 80% provided

Because the applicant is not decreasing window area, alternative compliance is not required.

- Windows are distributed in a more or less even manner and are generally vertical in nature.
- The roof is a mansard roof that rises a bit higher than the actual building height. This is an existing condition.

#### **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.**

#### **Conformance:**

- A new walkway is being provided between both buildings to connect the building entrances to the parking facilities in the rear. A new pedestrian walkway from the sidewalk to the 4745 building is being proposed.

- There are no transit shelters on or adjacent to the site.
- All vehicular traffic is one way which should help minimize conflicts with pedestrians. The site is being reduced from three to two curb cuts. A striped walkway is provided to clearly indicate where people should cross the drive through lane from the parking area.
- There are no adjacent residential properties
- All areas not needed for buildings, access, loading, or trash and recycling, will be landscaped, although the applicant is just under the 20% requirement for landscaping. Staff believes that there is room to provide the additional landscaping required, which is particularly important in the floodplain.

#### **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.**

#### **Conformance:**

- The lot area (22,029 sq. ft.) less the building footprints (2,923 sq. ft.) yields a net site of 19,106 sq. ft. The Code requires a minimum of 3,822 sq. ft. of landscaping, 8 trees and 39 shrubs. The applicant is proposing 3,745 sq. ft. of landscaping, or 19.6%. A revised site plan does not show trees or shrubs but the applicant has indicated that the minimum requires trees and shrubs will be provided on a final plan. Staff recommends requiring the applicant to add 77 square feet of landscaping to the site as a condition of approval.

- Screening is proposed between the public street (Cedar Ave S) and the parking area in front of the buildings and between the parking area in the rear and the public pathway to the south by way of a hedge.
- At least 7 feet of landscaping is required between the parking area in the front and Cedar Ave S and between the parking area in the rear and the public pathway to the south. The applicant is proposing landscaping between the front lot line and the front parking area ranging from 3 and 6.5 feet. Staff is recommending alternative compliance for this to allow adequate maneuvering space for the parking and because public right of way landscaping in addition to proposed on-site landscaping does provide more than 7 feet of landscaping between the front parking area and the public sidewalk. More than 7 feet of landscaping is proposed between the rear parking lot and the public pathway to the south.
- Corners created by parking space layout are landscaped. Tree islands are proposed in the rear parking area to break up the parking spaces with landscaping.
- A revised site plan does not show exact tree locations, but the applicant has indicated that all on-site parking spaces will be located within 50 feet of an on-site deciduous tree.

#### **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.**
- **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.**

#### **Conformance:**

- The applicant is showing continuous curbing around the parking area, but has indicated that grading and discontinuous curbing will be used to direct stormwater to on-site landscaping areas. Locations where curb is discontinued will be shown on final plans.
- The project will not block views of important elements of the city nor create any substantive shadows on adjacent buildings and open spaces.
- The project would not be expected to contribute significantly to ground-level winds.
- The building locations are existing, but views into the site from public areas are provided.

**Alternative Compliance: The Planning Commission or zoning administrator 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.**

**Conformance:** Staff is recommending alternative compliance for the following conditions:

- On site parking is located primarily to the rear of the building, but some parking spaces are located in front, as well. Because the buildings are set so far back from the front lot line, it makes sense that some parking would be provided in front of the building. Staff is recommending alternative compliance for this condition because these buildings have historically had parking in front of them and the parking will be newly screened due to proposed site improvements.
- The east elevation of the 4745 building has a 36 foot section between an existing door and a proposed pick-up window that would be a blank wall. The existing east elevation has a garage door and small building addition that breaks up any blank wall. However, the new materials proposed are an improvement (from vinyl siding to brick) and the dilapidated addition will be removed. Furthermore, the east elevation faces the rear of the site. The applicant has indicated that the existing door may be removed. Staff recommends alternative compliance for the blank wall as vehicles in the drive through lane will block most of the elevation and will provide some eyes on the rear parking lot.
- At least 7 feet of landscaping is required between the parking area in the front and Cedar Ave S and between the parking area in the rear and the public pathway to the south. The applicant is proposing landscaping between the front lot line and the front parking area ranging from 3 and 6.5 feet. Staff is recommending alternative compliance for this to allow adequate maneuvering space for the parking and because public right of way landscaping in addition to proposed on-site landscaping does provide more than 7 feet of landscaping between the front parking area and the public sidewalk. More than 7 feet of landscaping is proposed between the rear parking lot and the public pathway to the south.

**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:** Food and Beverage uses with a drive-through are permitted in the C2 district.

**Off-Street Parking and Loading:** Based on the square feet of food and beverage use proposed, a minimum of 4 parking spaces for the 4737 building and 13 parking spaces for the 4745 building must be provided on site (a total of 17 spaces). Eighteen spaces are provided.

**Maximum Floor Area:** The maximum floor area ratio for the C2 district is 1.7. The floor area ratio proposed by the applicant is 0.13.

**Building Height:** Building height in the C2 District for commercial buildings is limited to 4 stories or 56 feet, whichever is less. Both existing buildings are 1 story.

**Minimum Lot Area:** There minimum lot area requirement for food and beverage uses with a drive-through facility in the C2 district is 12,000 sq. ft. The size of the site with the drive-through is 15,653 sq. ft. There is no minimum lot area requirement for a food and beverage use without a drive-through facility in the C2 district.

**Yard Requirements:** Because the site is not adjacent to any residential zoning or uses, there are no yard requirements on the site.

**Specific Development Standards:** The following specific development standards apply to a coffee shop:

*The premises, all adjacent streets, sidewalks and alleys, and all sidewalks and alleys within one hundred (100) feet shall be inspected regularly for purposes of removing any litter found thereon.*

**Hours of Operation:** The applicant has indicated that the Caribou Coffee shop will likely be open from 6am to 7pm seven days a week. These hours are within the permitted hours of operation for the C2 district. If the tenant of the 4737 building wishes to operate outside of the permitted hours of 6am to 10pm Sunday through Thursday and 6am to 11pm on Friday and Saturday, they will have to apply for a conditional use permit.

**Signs:** Signage is not being proposed at this time. The applicant will submit a master sign plan before constructing any signage. Signage will be reviewed for compliance with chapter 543 of the code and any variances requested will be scheduled for a public hearing.

**Refuse storage:** All storage of refuse and recyclable materials will located in a trash enclosure in the northeast corner of the site.

**Lighting:** Lighting must comply with Chapter 535 and Chapter 541 of the zoning code.

**Minneapolis Plan:** The site is located on a Community Corridor and is a part of a Neighborhood Commercial Node. The following policies apply:

Chapter 4.2 of *The Minneapolis Plan* states: “Minneapolis will coordinate land use and transportation planning on designated Community Corridors streets 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.” One of the implementation strategies for this policy is to “support the continued presence of small-scale retail sales and commercial services along Community Corridors.” The 4737 building was formerly a Dairy Queen, and was only open during the summer months. The 4745 building was formerly and auto repair shop. The new uses allow a continued presence of neighborhood retail while improving the site.

Another implementation plan for section 4.2 is to “ensure that commercial uses do not negatively impact nearby residential areas.” This site is not adjacent to residential areas or residential zoning.

Chapter 4.5 of *The Minneapolis Plan* states: “Minneapolis will identify Neighborhood Commercial Nodes that provide a shopping environment of small-scale retail sales and commercial services and are compatible with adjacent residential areas.” This Chapter shares the first two implementation steps discussed above from chapter 4.2. Another implementation step in chapter 4.5 is to “develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic; reduced visual impacts, mitigated impacts on neighboring uses and shared use of parking facilities.” The site plan for this project will allow the consolidation of a curb cut, improve traffic flow and safety allow two businesses to share parking and access, and adds a pedestrian walkway into the site.

### **RECOMMENDATIONS:**

#### **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 application for a site plan review at 4737 & 4745 Cedar Ave S, subject to the following conditions:

1. The new entrance proposed at 4737 Cedar Ave S will face Cedar Ave S as required by section 530.110 of the code.
2. Final landscaping plans will show a minimum of 20% landscaping, or 3,822 square feet, as required by section 530.160 of the code.
3. Final landscaping plans will show a minimum of 8 trees and 39 shrubs, in accordance with section 530.160 (1) and (2) of the code.
4. Final landscaping plans will show at least one deciduous tree within 50 feet of all on-site parking spaces.
5. Discontinuous curb and site grading will be shown on final site plans in accordance with section 530.220 of the code.
6. CPED Planning staff review and approval of the final site and landscaping plans.
7. All site improvements shall be completed by November 27, 2007, unless extended by the Zoning Administrator, or the permit may be revoked for noncompliance.

#### **Attachments:**

1. Statement of use

Department of Community Planning and Economic Development – Planning Division  
BZZ-3312

2. Correspondence
4. Site Plan, Floor Plans, Elevations, & Zoning map
5. Photos