

Department of Community Planning and Economic Development – Planning Division
Conditional Use Permit, Variance and Site Plan Review
BZZ-2835

Date: March 6, 2006

Applicant: The Salvation Army

Address of Property: 2729, 2733, 2739, 2743, 2747 and 2751 Central Avenue Northeast and 942 and 944 28th Avenue Northeast

Project Name: The Salvation Army King Family Foundation Community Center

Contact Person and Phone: Chris Osowski, (651) 746-3422

Planning Staff and Phone: Hilary Dvorak, (612) 673-2639

Date Application Deemed Complete: February 7, 2006

End of 60-Day Decision Period: April 9, 2006

End of 120-Day Decision Period: Not applicable

Ward: 1 **Neighborhood Organization:** Audubon Park

Existing Zoning: C1, Neighborhood Commercial District

Proposed Zoning: Not applicable

Zoning Plate Number: 10

Legal Description: Not applicable

Proposed Use: Community Center

Concurrent Review:

Conditional use permit: to allow a community center

Variance: to reduce the required number of off-street parking spaces for a community center from 92 (was 93) to 44

Site plan review

Applicable zoning code provisions: Chapter 525, Article VII, Conditional Use Permits, Chapter 525, Article IX, Variances, specifically Section 525.520(7) “to reduce the applicable off-street parking requirements up to one hundred (100) percent, provided the proposed use or building serves pedestrian or transit-oriented trade or occupancy, or is located near an off-street parking facility that is available to the customers, occupants, employees and guests of the use” and Chapter 530, Site Plan Review

Background: In April of 2003, the City Planning Commission approved a conditional use permit, a parking variance and a site plan review to allow for the expansion of the existing Salvation Army facility located on the site. Since this meeting the Salvation Army has restructured the programming for the facility which has resulted in a larger building and a different building design. Given these changes, the development needs to be reviewed by the City Planning Commission again. One result of the programming change is that the parking requirement decreased. In 2003, the parking requirement was 127 spaces and now the parking requirement is 92 spaces. Please note that although the parking requirement for the development is less than it was in 2003, building permits were never pulled for the development so the actions of the City Planning Commission are no longer valid.

The site is located on the southeast corner of the intersection of Central Avenue Northeast and 28th Avenue Northeast. The existing Salvation Army building and several vacant lots currently occupy the site. The Salvation Army is proposing to construct an addition to the existing building. The Salvation Army provides services to the surrounding neighborhood including latch-key activities for school-aged children, after-school tutoring and a computer learning center, counseling and family education programs, character-building programs for youth and sports activities for youth and adults. Sunday morning worship services are also provided on site. The development requires a conditional use permit, a parking variance and major site plan review.

CONDITIONAL USE PERMIT - to allow a community center

Findings as Required by the Minneapolis Zoning Code:

The Department of Community Planning and Economic Development – 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 community center will be detrimental to or endanger the public health, safety, comfort or general welfare. The Salvation Army has occupied the site since 1997. The Salvation Army provides services to the surrounding neighborhood including latch-key activities for school-aged children, after-school tutoring and a computer learning center, counseling and family education programs, character-building programs for youth and sports activities for youth and adults.

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 believe that a community center will be injurious to the use and enjoyment of surrounding property nor will it impede the normal development of the surrounding area. The new facility will accommodate additional parking and an on-site loading area. Neither the parking spaces nor the loading area will have access to the public alley.

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, 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. As for vehicular access, the site has been designed with two access points leading into the site. One access point is off of Central Avenue Northeast and the other is off of 28th Avenue Northeast. Neither of the parking areas will have access to the public alley which will minimize conflicts with pedestrians and the surrounding residential uses.

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

The parking requirement for a community center is based on the principal uses within the facility. In this case the principal uses within the community center are a gymnasium, a place of assembly and office space. Given the size of these individual uses the parking requirement for the building is 92 spaces. The applicant is providing a total of 44 parking spaces on site. The applicant is also proposing to have a bike rack on the site.

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

The site has several designations in the comprehensive plan including cultural - entertainment, undeveloped - unused land, retail – commercial, services – commercial, single-family, two-family and multi-family. The site is located on Central Avenue Northeast which is a designated Commercial Corridor and three blocks north of the Central Avenue Northeast and Lowry Avenue Northeast designated Activity Center (see map 9.7). According to the principles and policies outlined in *The Minneapolis Plan*, the following apply to this proposal:

- Support efforts that recognize both the increased visibility and importance of corner properties and the role of gateways in enhancing traditional neighborhood character (Policy 9.10).
- Support urban design standards that emphasize a traditional urban form in commercial areas (Policy 9.11).
- Promote design solutions for automobile parking facilities that reflect principles of traditional urban form (Policy 9.12).
- Support development in commercial corridors where it enhances the street’s character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services (Policy 9.28).

The Planning Division believes that the proposed development is in conformance with these policies of *The Minneapolis Plan*. The proposed development will be built up to the front property line along Central Avenue Northeast and the two parking areas will be screened from the public street with landscaping and decorative fencing. Once the development is complete alley access will be eliminated which will minimize conflicts with pedestrians and the surrounding residential uses.

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 conditional use permit, the variance and the site plan review this development will be in conformance with the applicable regulations of the zoning code.

VARIANCE - to reduce the required number of off-street parking spaces for a community center from 92 to 44

Findings as Required by the Minneapolis Zoning Code for the Variance:

1. The property cannot be put to a reasonable use under the conditions allowed and strict adherence to the regulations of this zoning ordinance would cause undue hardship.

Parking reduction: The applicant is seeking a variance to reduce the required number of off-street parking spaces for a community center from 92 to 44. The applicant has indicated that the development is occurring in order to provide more space for the services that are provided on site. The majority of the services are targeted towards youth and after-school programs for those who live in the surrounding neighborhood. Services include latch-key activities for school-aged children, after-school tutoring and a computer learning center, counseling and family education programs, character-building programs for youth and sports activities for youth and adults. Sunday morning worship services are also provided at this site. The applicant has also indicated that a transportation survey was conducted and that only 15 percent of those who utilize the Salvation Army facility drive alone in their vehicle to the site. In addition, Central Avenue Northeast and Lowry Avenue Northeast are both major bus routes and the Salvation Army has a van that is used to pick up people in need of transportation.

2. The circumstances are unique to the parcel of land for which the variance is sought and have not been created by any persons presently having an interest in the property. Economic considerations alone shall not constitute an undue hardship if reasonable use for the property exists under the terms of the ordinance.

Parking reduction: The circumstances are unique in that the primary focus of the programming at the facility is for youth and after-school programming, the site's proximity to two bus routes in the city and the fact that the Salvation Army provides transportation to and from the site.

3. The granting of the variance will be in keeping with the spirit and intent of the ordinance and will not alter the essential character of the locality or be injurious to the use or enjoyment of other property in the vicinity.

Parking reduction: The granting of the variance to reduce the parking requirement should not significantly affect the essential character of the area. As indicated by the applicant, the focus of the services provided are for the youth and school-aged children who live in the neighborhood. Therefore, the majority of those utilizing the expanded facility will not be driving to the site.

4. The proposed variance will not substantially increase the congestion of the public streets, or increase the danger of fire, or be detrimental to the public welfare or endanger the public safety.

Parking reduction: Staff believes that the granting of the variance would likely have little impact on congestion of area streets or fire safety, nor would the proposed variance be detrimental to welfare or public safety.

SITE PLAN REVIEW

Findings as Required by the Minneapolis Zoning Code:

- 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 FACADE:

- Placement of the building shall reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation.**
- First floor of the building shall be located not more than eight (8) feet from the front lot line (except in C3S District or where a greater yard is required by the zoning ordinance). If located on corner lot, the building wall abutting each street shall be subject to this requirement.**
- The area between the building and the lot line shall include amenities.**
- The building shall be oriented so that at least one (1) principal entrance faces the public street. 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.
 - 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.

PLANNING DEPARTMENT RESPONSE:

- The building reinforces the street wall, maximizes natural surveillance and facilitates pedestrian

Department of Community Planning and Economic Development – Planning Division
BZZ-2835

access along the Central Avenue Northeast side of the building. Along 28th Avenue Northeast the building does not reinforce the street wall but it does maximize natural surveillance and facilitates pedestrian access.

- The site is located on a corner lot which requires that both walls abutting the streets be located within eight feet of the property line. The building is setback between zero and eight feet from Central Avenue Northeast and between 80 and 104 feet from 28th Avenue Northeast. The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow the building to be setback more than eight feet from 28th Avenue Northeast. The location of the addition is such because of the placement of the existing building and the amount of programming space needed within the building.
- In between the building and the front property line the applicant is proposing to have landscaping. In between the building and the corner side property line the applicant is proposing to have a parking area and landscaping.
- There are three principal entrances leading into the building. One is located along Central Avenue Northeast, one is located on the south side of the building and the other is located on the north side of the building. The entrances on the north and south sides of the building provide access into the building from the parking areas.
- Two separate on-site parking areas are proposed. One parking area is located on the south side of the building and is accessed off of Central Avenue Northeast and the other is located on the north side of the building and is accessed off of 28th Avenue Northeast. The parking area on the north side of the building is located between the building and the corner side property line. The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow a parking area to be located between the building and the corner side property line. The location of the parking area is such because of the placement of the existing building and the amount of programming space needed within the building.
- The exterior materials of the building addition include brick, rock-face concrete block and EFIS. The existing building is made out of pre-cast concrete panels. Please note that almost 50 percent of the existing building will be screened by the building addition.
- The exterior materials and appearance of the rear and side walls of the building are similar to and compatible with the front of the building. Although pre-cast concrete panels will not be used as an exterior material on the building addition the existing building that will be visible after construction will be painted to match the EFIS on the addition.
- There are areas along the west, north and east sides of the building that contain areas where there are blank, uninterrupted walls over 25 feet in length that are void of windows, entries, recesses or projections, or other architectural elements. Portions of the walls that are blank are setback between 80 and 100 feet from the exterior walls of the first floor. Because of this, the Planning Division is recommending that the City Planning Commission grant alternative compliance to allow these areas to be blank. For those portions of the walls that are not setback and blank the Planning Division is recommending that architectural detailing be added to them as required by Section 530.120.
- At least 30 percent of the first floor and at least 10 percent of the second floor of the building walls facing Central Avenue Northeast, 28th Avenue Northeast and the south parking area are required to be windows. Please note that the second floor of the building covers only a portion of the first floor. The only side of the building that has an actual window requirement on the second floor is the side of the building facing Central Avenue Northeast. The analysis of the project's compliance with these requirements follows:

- Central Avenue Northeast: the percentage of windows on the first floor of the building is 35 percent and the percentage of windows on the second floor of the building is 13 percent.
- 28th Avenue Northeast: the percentage of windows on the first floor of the building is 32 percent.
- South building wall: the percentage of windows on the first floor of the building is zero percent. The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow zero percent windows on the first floor of the building facing the south parking area. Please note that the window requirement along this side of the building only pertains to the addition. The addition on this side of the building is enhanced architecturally by columns, the roofline and a glass block mosaic.
- The windows in the building are vertical in nature and are more or less evenly distributed along the building walls.
- The principal roof line of the building will be flat. This roofline is similar to other buildings found in the area. The southwest corner of the building will have a pitched roof. This style of roof has been added to the building to accentuate the chapel area within the building.

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.**

PLANNING DEPARTMENT RESPONSE:

- All of the entrances are directly connected to the public sidewalk along Central Avenue Northeast and a walkway connects the south building entrance to the parking spaces located on the south side of the building.
- No transit shelters are proposed as part of this development.
- The site has been designed with one vehicular access point along Central Avenue Northeast and one along 28th Avenue Northeast which will minimize conflicts with pedestrians and the surrounding residential uses.
- Neither of the parking areas will have access to the public alley.
- There is no maximum impervious surface requirement in the C2 zoning district. Twenty percent of the site, minus the building, is required to be green space. According to the applicant's landscaping plan 34 percent of the site not occupied by the building is green space.

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.**

PLANNING DEPARTMENT RESPONSE:

- The zoning code requires that at least 20 percent of the site not occupied by the building be landscaped. The lot area of the site is 64,352 square feet. The footprint of the building is 30,036 square feet. When you subtract the footprint from the lot size the resulting number is 34,316 square feet. Twenty percent of this number is 6,863 square feet. The applicant has a total of 11,572 square feet of open space on the site, or 34 percent of the site not occupied by the building.
- The zoning code requires at least 1 canopy tree for each 500 square feet of required green space and at least 1 shrub for each 100 square feet of required green space be planted on the site. The tree and shrub requirement for this site is 13 and 68 respectfully. The applicant is providing a total of 2 canopy trees and 193 shrubs on the site. The applicant is also providing 13 ornamental trees. The Planning Division is recommending that the applicant include additional canopy trees in the landscaping plan in order to meet the minimum requirement as required by Section 530.160(a).
- A landscaped yard is required along the interior side and rear property lines. Landscaping equal to 60 percent opacity is required around the parking lots in order to screen them from the adjacent residential properties. The applicant is proposing to have screening equal to 60 percent opacity along the south property line. The Planning Division is recommending that screening equal to 60 percent opacity be provided along the rear property line where adjacent to the parking areas as required by Section 530.160(c).

- The zoning code requires that a 7-foot wide landscaped yard be provided along a public street, sidewalk or pathway when adjacent to a parking lot with less than 100 parking spaces. Along Central Avenue Northeast there is 22 feet of green space between the property line and the south parking area and between 12 and 18 feet of green spaces between the property line and the north parking area. Along 28th Avenue Northeast there is 15 feet of green space between the property line and the parking area.
- Screening equal to 60 percent opacity is required around parking lots in order to screen them from a public street, sidewalk or pathway. The applicant is proposing to have screening equal to 60 percent opacity between Central Avenue Northeast and the north parking area. The Planning Division is recommending that screening equal to 60 percent opacity be provided between Central Avenue Northeast and the south parking area and between 28th Avenue Northeast and the north parking area as required by Section 530.170(b).
- For each 25 linear feet along a public street, at least one tree needs to be provided. This requirement is being met.
- In parking lots of 10 spaces or more, no parking space shall be located more than 50 feet from an on-site deciduous tree. In addition, tree islands in parking lots must have a minimum width of 7 feet in any direction. The majority of the parking spaces on the south side of the building and a handful of the parking spaces on the north side of the building are located further than 50 feet from an on-site deciduous tree. In both parking areas there are ways to arrange the parking layout in order to meet this requirement. The Planning Division is recommending that every parking space be located within 50 feet of an on-site deciduous tree as required by Section 530.170(e). There are no interior tree islands proposed as part of the site plan.

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.**

PLANNING DEPARTMENT RESPONSE:

- The majority of the stormwater runoff will be drained to an underground stormwater filtration system located on the north end of the site. The remainder of the stormwater runoff will be directed to the green space on the site.
- A lighting plan showing footcandles was not submitted as part of the application materials. The Planning Division is recommending that the applicant submit a lighting plan so staff can verify that the lighting levels comply with the requirements of Chapter 535.
- This building should not block views of important elements in the city.
- This building should cast minimal shadows on surrounding properties.
- This building should have minimal wind effects on the surrounding area.
- The Crime Prevention Specialist has reviewed the project in regard to crime prevention design elements. The Crime Prevention Specialist suggested that graffiti protection be added to the building.
- This site is neither historic nor located in a historic district.

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:

- **Use:** Community centers are a conditional use in the C1 zoning district.
- **Off-Street Parking and Loading:** The parking requirement for a community center is based on the principal uses within the facility. In this case the principal uses within the community center are a gymnasium, a place of assembly and office space. Given the size of these individual uses the parking requirement for the building is 92 spaces. The applicant is providing a total of 44 parking spaces on site. The applicant is also proposing to have a bike rack on the site.
- **Maximum Floor Area:** The maximum FAR in the C1 District is 1.7. The lot in question is 64,352 square feet in area. The applicant proposes a total of 37,686 square feet of gross floor area, an FAR of .59.
- **Building Height:** Building height in the C1 District is limited to two-and-a-half stories or 35 feet, whichever is less. The applicant is proposing to construct a two-story building or approximately 28 feet.
- **Minimum Lot Area:** There is no minimum lot area for this use in the C1 zoning district.

- **Yard Requirements:** This development is located in the C1 zoning district. The front yard setback requirement is equal to the setback of the residential property to the south for the first forty feet of land north of the interior property line. The adjacent residential building is located 10 feet from the front property line. The interior side yard and rear yard setback requirements are $5+2x$, where x equals the number of stories above the first floor. The resulting setback along these two property lines is 7 feet. The corner side yard setback requirement is zero feet. The dumpster enclosure and the east side of the north parking area are located within the seven-foot setback area. There are ways to arrange the site in order to meet the setback requirement. The Planning Division is recommending that the rear yard setback be met for the entire length of the property.
- **Specific Development Standards:** Community centers are subject to Chapter 536, Specific Development Standards. The specific development standards for this use are:
 1. To the extent practical, all new construction or additions to existing buildings shall be compatible with the scale and character of the surroundings, and exterior building materials shall be harmonious with other buildings in the neighborhood.
 2. An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening and other site improvements consistent with the character of the neighborhood.

The building addition is compatible with the existing building that will remain on the site and surrounding buildings. The exterior materials of the addition are harmonious with other buildings in the area. The height of the addition is two stories which is the same as the existing building. Landscaped yards are provided around the perimeter of the site which serves as a transition area between the proposed building and surrounding properties.

- **Hours of Operation:** The hours of operation for the C1 zoning district are Sunday through Thursday, 6 am to 10 pm and Friday and Saturday, 6 am to 11 pm. The applicant has indicated that the hours of operation will be 8 am to 9 pm, seven days a week.
- **Signs:** Signs are subject to the requirements of Chapter 543 of the Zoning Code. In the C1 zoning district one can have one-and-a-half square feet of signage for every one foot of primary building wall unless there is a freestanding sign on the zoning lot then there can only be one square foot of signage for every one foot of primary building wall.

Wall signs are limited to 45 square feet in size and projecting signs are limited to 12 square feet in size and shall not project outward from the building by more than four feet. The maximum height for both wall signs and projecting signs is 14 feet and wall signs are not permitted to extend above the roofline of the building. Freestanding signs are limited to 54 square feet and can be no taller than 20 feet. Finally, if there is a freestanding sign on the site than there shall not be any projecting signs on the building.

The applicant is not proposing to have a freestanding sign on the property. Given this there can be up to 333 square feet of signage on the Central Avenue Northeast side of the building and 213 square feet of signage on both the north and south sides of the building. The applicant is

proposing to have five wall signs on the building. One is located on the north side of the building, three are located on the Central Avenue Northeast side of the building and the other is located on the south side of the building.

The wall sign on the north side of the building is 20 square feet and is 12 feet high. Along Central Avenue Northeast there are two wall signs that measure 36 square feet and one that measures 72 square feet. One of the 36 square foot sign is 8 feet high and the other is 22 feet high. The 72 square foot sign is 19 feet high. The wall sign on the south side of the building is 36 square feet and is 22 feet high. Three of the wall signs are higher than what is allowed by the zoning code. The applicant will either need to lower the signs or apply for a variance to increase the height of the wall signs.

- **Refuse storage:** The applicant is proposing to have an enclosed refuse storage container located outside towards the back of the site. The exterior materials of the enclosure are similar to the exterior materials of the building.

MINNEAPOLIS PLAN:

The site has several designations in the comprehensive plan including cultural - entertainment, undeveloped - unused land, retail – commercial, services – commercial, single-family, two-family and multi-family. The site is located on Central Avenue Northeast which is a designated Commercial Corridor and three blocks north of the Central Avenue Northeast and Lowry Avenue Northeast designated Activity Center (see map 9.7). According to the principles and policies outlined in *The Minneapolis Plan*, the following apply to this proposal:

- Support efforts that recognize both the increased visibility and importance of corner properties and the role of gateways in enhancing traditional neighborhood character (Policy 9.10).
- Support urban design standards that emphasize a traditional urban form in commercial areas (Policy 9.11).
- Promote design solutions for automobile parking facilities that reflect principles of traditional urban form (Policy 9.12).
- Support development in commercial corridors where it enhances the street's character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services (Policy 9.28).

The Planning Division believes that the proposed development is in conformance with these policies of *The Minneapolis Plan*. The proposed development will be built up to the front property line along Central Avenue Northeast and the two parking areas will be screened from the public street with landscaping and decorative fencing. And once the development is complete alley access will be eliminated which will minimize conflicts with pedestrians and the surrounding residential uses.

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.**

PLANNING DEPARTMENT RESPONSE:

- The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow the building to be setback more than eight feet from 28th Avenue Northeast. The location of the addition is such because of the placement of the existing building and the amount of programming space needed within the building. To compensate for the greater setback the Planning Division is recommending that the applicant continue the three-foot high decorative fence that is proposed to be located between Central Avenue Northeast and the north parking area along 28th Avenue Northeast.
- The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow a parking area to be located between the building and the corner side property line. The location of the parking area is such because of the placement of the existing building and the amount of programming space needed within the building. To compensate for having a parking area between the corner side property line and the building the Planning Division is recommending that the applicant continue the three-foot high decorative fence that is proposed to be located between Central Avenue Northeast and the north parking area along 28th Avenue Northeast.
- The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow the portions of the walls that are setback between 80 and 100 feet from the exterior walls of the first floor to be blank.
- The Planning Division is recommending that the City Planning Commission grant alternative compliance to allow zero percent windows on the first floor of the building facing the south parking area. Please note that the window requirement along this side of the building only pertains to the addition. The addition on this side of the building is enhanced architecturally by columns, the roofline and a glass block mosaic. To compensate for the lack of windows the Planning Division is recommending that enhanced landscaping be installed around the perimeter of the building in order to screen the wall. This could include a variety of plant materials, plant materials that provide visual interest year round, seasonal planting beds, etc.

RECOMMENDATIONS

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 conditional use permit application to allow a community center located at 2729, 2733, 2739, 2743, 2747 and 2751 Central Avenue Northeast and 942 and 944 28th Avenue Northeast.

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

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the variance application to reduce the required number of off-street parking spaces for a community center from 92 to 44 located at 2729, 2733, 2739, 2743, 2747 and 2751 Central Avenue Northeast and 942 and 944 28th Avenue Northeast.

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 for the property located at 2729, 2733, 2739, 2743, 2747 and 2751 Central Avenue Northeast and 942 and 944 28th Avenue Northeast subject to the following conditions:

1. For those portions of the walls that are not setback and blank the Planning Division is recommending that architectural detailing be added to them as required by Section 530.120.
2. Additional canopy trees shall be included in the landscaping plan in order to meet the minimum requirement as required by Section 530.160(a) of the zoning code.
3. Screening equal to 60 percent opacity shall be provided along the rear property line where adjacent to the parking areas as required by Section 530.160(c).
4. The applicant shall submit a lighting plan that complies with the lighting level requirements of Chapter 535.
5. Screening equal to 60 percent opacity shall be provided between Central Avenue Northeast and the south parking area and between 28th Avenue Northeast and the north parking area as required by Section 530.170(b).
6. Every parking space shall be located within 50 feet of an on-site deciduous tree per Section 530.170(e).

Department of Community Planning and Economic Development – Planning Division
BZZ-2835

7. The rear yard setback shall be met for the entire length of the property.
8. As an alternative compliance measure, the three-foot high decorative fence that is proposed to be located between Central Avenue Northeast and the north parking area shall be located along 28th Avenue Northeast.
9. As an alternative compliance measure, enhanced landscaping shall be installed around the perimeter of the south building wall.
10. Approval of the final site, elevation and landscaping plans by the Department of Community Planning and Economic Development – Planning Division.
11. All site improvements shall be completed by March 6, 2007, unless extended by the Zoning Administrator, or the permit may be revoked for non-compliance.

Attachments:

1. Statement of proposed use and description of the project
2. List of proposed programs within the building
3. Conditional use permit and variance findings
4. January 31, 2006, and February 6, 2006, e-mails to Council Member Ostrow and the Audubon Neighborhood Association
5. February 15, 2006, letter from the Audubon Neighborhood Association
6. Preliminary Development Review comments from the meeting held on February 22, 2006
7. Zoning Map
8. Civil plans, site plan, floor plans and elevations
9. Photographs of the site and surrounding area