

**Department of Community Planning and Economic Development – Planning Division
Conditional Use Permit, Front Yard and Parking Variances, and Site Plan Review
BZZ-2980**

Hearing Date: 6/12/06 (continued from the 5/22/06 hearing date)

Applicant: The Bridge for Runaway Youth, Inc., 2200 Emerson Ave. S., Mpls., MN 55407

Address of Property: 2209-2211 Emerson Ave. S., 1119 22nd St. W., 1111 22nd St. W

Project Name: The Bridge Center for Youth

Contact Person and Phone: Kris Brogan, 3133 Bloomington Ave. #3, Mpls. MN 55407; 612-801-4942; krisbrogan@att.net

Staff Contact Person and Phone: J. Michael Orange, consulting planner. Phone: 612-673-2347; facsimile: 673-2728; TDD: 673-2157; e-mail: michael.orange@ci.minneapolis.mn.us

Date Application Deemed Complete: 4/28/06

End of 60-Day Decision Period: 6/27/06

End of 120-Day Decision Period: Not applicable for this application

Ward: 10 **Neighborhood Organization:** Lowry Hill Residents Association and East Isles Residents Association

Existing Zoning:

- **Primary:** OR2, High Density Office Residence District
- **Overlay Districts:** None

Proposed Zoning: Not applicable for this application

Zoning Plate Number: 18

Legal Description: Refer to Attachment 7.

Proposed Use: The Bridge Center for Youth currently operates a community residential facility for homeless and runaway youth on the west side of Emerson Ave. S. south and 22nd St. W., and is proposing to expand this facility to the east across Emerson Ave. The project will include the following components:

- Renovate the two-story office building (built in 1915) at 1111 22nd St. W. and demolish the two triplexes at 2209-2211 Emerson Ave. S. and 1119 22nd St. W.
- Construct a new three-story addition to the existing two-story office building for a combined square footage of 20,586 sq. ft.

<p>Attention: If you want help translating this information, call - Hmong - Ceeb toom. Yog koj xav tau kev pab txhais cov xov no rau koj dawb, hu 612-673-2800; Spanish - Atención. Si desea recibir asistencia gratuita para traducir esta información, llama 612-673-2700; Somali - Ogow. Haddii aad dooneyso in lagaa kaalmeeyo tarjamadda macluumaadkani oo lacag la' aan wac 612-673-3500</p>
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- Move the administrative offices and meeting rooms from existing Bridge for Runaway Youth buildings on the west side of Emerson Ave. S. to the new building.
- Create living spaces and sleeping rooms for a maximum of 10 rooming units for 20 homeless and runaway youth, and provide counseling services for them and their families.
- Move 8 of the youths from an existing Bridge for Runaway Youth building on the west side of Emerson Ave. S. to the new building and add beds for 12 more youths. This will increase the total number of beds by 12 from 25 to 37.

Concurrent Review:

- Conditional Use Permit as a community residential facility.
- Variance to reduce the required front yard on Emerson Ave. S. from 15 ft. to 8 ft.
- Variance to reduce the required parking from 5 stalls to zero stalls.
- Site Plan Review.

Applicable zoning code provisions:

- **Conditional Use Permit:** The project is classified as a community residential facility serving 7 to 32 persons (Group 5 and Rule 8, licensed by Minnesota Department of Health and Human Services), which is a conditional use in the OR2 District (the zoning for the project site) and the R4 District (the zoning for the existing Bridge site).
- **Variance:** Chapter 525.520 (1), to vary the yard requirements.
- **Variance:** Chapter 525.520 (7), to vary the parking requirements.
- **Site Plan Review:** Chapter 530.

Prior approvals: The project is the subject of an ongoing federal Environmental Assessment (available upon request) because the CPED—Multifamily Division is proposing to use federal funds in support of the project.

Background:

Project components: The Bridge Center for Youth (The Bridge) currently operates a community residential facility for homeless and runaway youth and their families in four properties (two leased) on the southwest quadrant of Emerson Ave. S. and 22nd St. W. The Bridge is proposing to expand its facilities to the east across Emerson Ave. and, in 2004, The Bridge acquired three parcels with the intent of creating a new facility. According to the applicant, “The sites’ proximity to the current Bridge facility was essential to continuing use of the present buildings and the expansion of housing and services in a new facility. The Bridge has a long and positive history in its present location. The clients that use The Bridge’s services are familiar with the area and comfortable traveling to and living in that area of the City. . . . The new addition to the office building will replace two underutilized and deteriorating buildings with a new, efficient building that reflects the scale, design, and materials of the attached office building and nearby multi-family buildings.” The project will include the following components:

- Renovate the two-story office building (built in 1915) at 1111 22nd St. W. and demolish the two triplexes at 2209-2211 Emerson Ave. S. and 1119 22nd St. W.

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- Construct a new three-story addition to the existing two-story office building for a combined square footage of 20,586 sq. ft. The total site area is 15,707 sq ft. The footprint of the combined structure will be 8,896 sq ft. and there will be 13,056 sq. ft. of office and meeting rooms.
- Move 24 of the current staff into the new building. According to the applicant, the current staffing level can serve the additional 10 to 12 youths.
- Create living spaces and sleeping rooms for 18-to-20 additional homeless and runaway youth, and provide counseling services for them and their families. There will be 10 sleeping rooms with two beds each. This will increase the total number of beds by 12 from 25 to 37.
- End the lease on one of the Bridge’s properties and move the administrative functions and 8 youth from that building plus 11 staff from another existing building to the new building. (Attachment 7 includes more detail regarding current Bridge facilities).
- The project will utilize deconstruction methods in order to maximize the reuse and recycling of demolition debris for the two triplexes to be demolished, and the new construction and rehabilitation will include “green building” techniques and measures designed to maximize energy efficiency and minimize impacts on the environment.
- At some future date, the applicant will apply for a preliminary and final plat for the site. The project can go forward without a replat at this time.

Parking variance: There will be no parking on site (currently there is one stall on the lot of the southernmost triplex at 2209 Emerson Ave. S.). The Zoning Code requires 29 stalls for the project, less one stall for the bike racks to be installed. There are 17 individual offices in the existing office building at 1111 22nd St. W Using the parking formulas in the Zoning Code, the site includes a total of 23 “grandfathered” stalls (refer to the data sheet in Attachment 9). The parking gap equals 5 stalls, which is the focus of the subject parking variance. The Bridge currently has an agreement with Temple Israel to share parking in Temple Israel’s lot, located one-half block to the west of the site at 22nd St. W. and Fremont Ave. S. This agreement has been in effect for over 15 years and will continue to be a parking option for visitors and the 60 staff currently employed at The Bridge. Employees staff three shifts on a 24/7 basis. The Bridge intends to request one on-street, short term loading area and one on-street handicapped accessible parking space on the 22nd St. W. side of the site. There are several designated bike lanes and bike trails near the site. The site is located a half a block west of Hennepin Avenue, a major transit corridor with regular bus service.

Front yard variance: In contrast to the 15-ft. required front yard on Emerson Ave. S., the project proposes a front yard setback of 8 ft. 4 in., which is the focus of the subject yard variance.

Neighborhood comments: Planning staff have received no comment from the neighborhood group. The Bridge sent informative letters to both groups on 4/19/06. Attachment 11 includes comments from neighbors.

CONDITIONAL USE PERMIT

A. Findings as required by the Minneapolis Zoning Code for the Conditional Use Permit:

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The 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 project involves the removal of two triplexes and the renovation and expansion of an existing office building. The City has concluded in its pending federal Environmental Assessment that the two triplexes and the office building are neither currently listed nor eligible for listing on the National Register of Historic Places. The project will displace the current office uses from the office building (which has no on-site parking) and, after it is expanded, will move some of the office and counseling uses and some youths from its current facilities located west of Emerson Ave. into the new expanded space. The net effect is a reduction of office space in the area and its associated parking demand (the parking variance includes more detail as regards this issue). The project will expand the community residential capacity in the area by a total of 20 beds. The use will be compatible with the mix of low-to-medium density residential, commercial, office, and institutional uses in the vicinity.

The Specific Development Standards in the Zoning Code as regards community residential facilities are as follows (in italics):

1. *The use shall be located at least one-fourth mile from all existing community residential facilities.* The following community residential facilities (CRF) are in the area and all of them are further than ¼ mile from the site:
 - CRF facility at 22nd St W. and Pleasant Ave. S: 2,880 ft = 0.55 miles
 - CRF facility at 27th St W. and Fremont Ave. S: 2,700 ft = 0.51 miles
 - CRF facility at 26th St W. and Pleasant Ave. S: 3,420 ft = 0.65 miles
2. *On-site services shall be for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.* The Bridge currently conforms to this requirement and will continue to do so with the proposed expansion.
3. *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.* The proposed three-story brick and stucco building expansion is consistent with the existing office building and the other buildings in the area in terms of scale, materials, massing, height, and character (refer to the photos in Attachment 8).
4. *An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening, and other site improvements consistent*

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with the character of the neighborhood. The project drawings in Attachments 4 and 5 confirm that the design includes extensive landscaping (76% of the net site), a patio area on the south side with seating for 16 people, and an ornamental fence.

5. *The operator shall submit a management plan for the facility and a floor plan showing sleeping areas, emergency exits and bathrooms.* Attachment 4 includes the floor plans and Attachment 7 includes the management plan.

The Preliminary Development Review (PDR) group reviewed the project on 5/17/05. The applicant has committed to address all concerns raised and is in the process of modifying plans as required (refer to PDR report in Attachment 10).

The applicant's statement follows:

The rehabilitation of an existing two story plus basement office building and new construction of a three story plus basement addition to the building will include offices, meeting and building service areas, and living space and sleeping rooms for 18-20 youth in transitional housing will promote the public health, safety, comfort and general welfare by providing a development that is consistent with and assist in the implementation of numerous Comprehensive Plan policies. Specifically, the use is consistent with at least the following policies and recommended implementation steps:

- *Policy 1.6. Minneapolis will promote community-based initiatives in youth programming.* The conditional use will provide services on site and with a range of agencies to establish asset-building goals and outcomes for Minneapolis' youth.
- *Policy 1.8. Minneapolis will take steps to eliminate discrimination against protected classes and promote a wider understanding of the value of diversity in our community.* The project will offer services and programs which reflect and are sensitive to the diversity of the clients. The project welcomes people of different cultures, races and abilities into the neighborhood.
- *Policy 1.13. Minneapolis will protect and improve residents' health by preventing disease, disability and violence.* The conditional use will provide resources that reduce the risks of HIV infection through education, prevention and treatment, address alcohol, tobacco and other substance abuse through education and counseling, promote the social, mental and physical well being of adolescents through education,

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counseling and preventive care, reduce violence and the psychological effects of violent trauma through education and counseling.

- *Policy 4.11. Minneapolis will improve the availability of housing options for its residents.* The conditional use will provide and maintain the moderate-density residential quality of the community. The project will have accessible housing designs to support people with disabilities. The conditional use will reflect city policies related to the provision of housing for homeless individuals. The conditional use supports the development of housing with supportive services that help households gain stability in areas such as employment, housing retention, parenting, mental health and substance challenges.
- *Policy 4.16. Minneapolis will work closely with Neighborhood Revitalization Program (NRP) planning and implementation to ensure that NRP plans are consistent with the City's Housing Policy.* The conditional use permit utilizes NRP plans as resources for understanding housing needs and opportunities in the development and delivery of city housing services. Several NRP neighborhoods support the conditional use and development of the project. The project has received, to date, an NRP-AHRF grant in the sum of \$500,000, and it is anticipated that there will be additional funds from specific NRP neighborhoods which have identified this project and use as important to the neighborhood and the City.

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 *Minneapolis Plan* designates Hennepin Ave., located ½ block to the east of the site, as a commercial corridor and the vicinity of Lake and Hennepin, located seven long blocks to the southwest, as an Activity Center. The vicinity of the site has a mixture of land uses and building densities consistent with the variety of zoning districts in the area including commercial, office, and low-to-medium-density residential (C1, C2, and OR2) along Hennepin, medium-density residential (R4) to the west across Emerson Ave., and low-density residential (R2B) to the north and west. With 10 rooming units and a 0.37-acre site, the project has 27 rooming units per acre and is a medium-density-residential development. This is consistent with the medium-to-high-density residential allowed in the OR2, Office Residence District, which allows up to 62 dwelling units per acre. The expansion of an existing community residential facility will be compatible with the other mixed uses in this area.

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The applicant's statement follows: "The project will provide for the development of medium-density residential development adjacent to Hennepin Avenue, a commercial corridor. The conditional use will enhance the use and enjoyment of the other property in the vicinity as the new facility will replace two underutilized and deteriorating buildings with a new, efficient building that reflects the scale and design of the attached office building. The new building will strengthen and balance the corner and provide a transition from the commercial buildings along Hennepin Avenue to the more traditional residential area north and west of Emerson Ave./22nd St. W."

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

As stated above, the PDR group reviewed the project on 5/17/06 as regards utilities, access, and drainage (refer to PDR report in Attachment 10). The Bridge intends to request one on-street, short term delivery parking area and one on-street handicapped accessible parking space on the 22nd St. W. side of the site. Although the project is not required to provide a stormwater management plan, the project includes more than 1,360 additional square feet of landscaping than is currently on the site, and this decrease in impervious surfaces will likely enable to the project to comply with the City's stormwater management plan requirements. This figure does not include proposed pervious paving in the patio area and the additional boulevard space that will be created on 22nd St. W.

The applicant's statement follows: "The project will be located in an already developed OR2 District which already has public utilities, a fully developed street system with adequate access to that system, near an established bus route and all other facilities needed for the project. The project will decrease the impervious surfaces on the site by 8%."

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

As stated above, the project will displace existing office and residential uses. These uses would have required 24 stalls per the Zoning Code and there was only one on site (this is the basis for the 23 "grandfathered" stalls). There will be no parking demand created by the youths themselves because they are either too young to drive and driving is prohibited by The Bridge. Thus, the project simply shifts the parking demand from the employees who will move from existing Bridge for Runaway Youth buildings to the new building across Emerson, plus a marginal increase in demand from additional visitors for the 8 to 10 additional youths. Planning Division staff estimate the actual demand will decrease by 22 stalls in the area due to the project (refer to the variance discussion). For 15 years, parking demand has been satisfied through an agreement with Temple Israel to share parking in Temple Israel's lot, located one-half block to the west of the site at 22nd St. W. and Fremont Ave. S. Based on the above, the project is not likely to have a significant adverse effect on

future traffic and parking conditions.

The applicant's statement follows: "The conditional use allowing for transitional housing in itself will reduce the numbers of cars coming to the facility and the number of cars parking on the street. The youth living in the housing will not have cars. Presently the office building is occupied by tenants and their clients who use cars to get to and from work. The two buildings that are being demolished for the project each contain three-two bedroom units which could add an additional 12 cars on the street. When the project is complete the number of parked cars on the street associated with the project will be reduced to one handicapped accessible parking spot. It is not anticipated that there will be any significant additional traffic associated with the project."

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

a. The City's Goals (selected goals):

Goal 1: Increase the City's population and tax base by developing and supporting housing choices city-wide through preservation of existing housing and new construction.

Goal 6: Preserve, enhance and create a sustainable natural and historic environment city-wide

b. The *Minneapolis Plan* (adopted by the City Council in 2000): In addition to the policies listed above in the applicant's response to Finding #1 for the Conditional Use Permit, the following policies apply to the project:

Policy 4.9: Minneapolis will grow by increasing its supply of housing.

Implementation Steps (selected):

- Support the development of new medium- and high-density housing in appropriate locations throughout the City.

Policy 4.10: Minneapolis will increase its housing that is affordable to low and moderate income households.

Implementation Steps (selected):

- Promote increased development of housing for very low-income households earning 30% or less of metropolitan median income.
- Foster partnerships with housing developers, financial institutions, faith communities and others to extend the City’s capacity to create affordable housing.
- Improve access of low-income families to sources of housing financing.

Policy 9.22: Minneapolis will promote increased housing production in designated areas of the City in order to accommodate population growth.

Implementation Steps (selected):

- Use both infill development and new development opportunities to increase housing in the city.
- Consistent with the City of Minneapolis adopted Housing Principles, develop strategies so that the variety of housing types throughout the city and its communities shall be increased, giving prospective buyers and renters greater choice in where they live.

c. Project’s Consistency with City Plans and Policies: The following describes how the petition relates to the above goals and policies:

- Consistent with Policies 1.6, 1.8, and 1.13, the project expands services for at-risk youth, many of whom are members of protected classes. The services include programs intended to protect and improve residents’ health by preventing disease, disability, and violence.
- With 10 rooming units and a 0.37-acre site, the project has the equivalent of 27 units per acre and is a medium-density-residential development. This is consistent with the medium-to-high-density residential allowed in the OR2, Office Residence District, which allows up to 62 units per acre. This is also consistent with the City’s first Goal and Policy 4.9, 4.11, and 9.22.
- Consistent with Policies 4.10 and 4.11, the project provides services and transitional housing (the Zoning Code defines this as “supportive” housing) for up to 18 months for at-risk and special needs youth. The OR2 district allows supportive housing as a conditional use.
- Consistent with the City’s Goal 6, the project will utilize deconstruction methods in order to maximize the reuse and recycling of demolition debris for the two triplexes to be demolished, and the new construction and rehabilitation will include “green building” techniques and measures designed to maximize energy efficiency and minimize impacts on the environment.

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

The recommendations and conditions of approval herein will ensure the project conforms to the applicable regulations of the OR2 District. The other chapters of the Zoning ordinance that apply to this proposal are as follows: Chapter 525.520 (1) as regards the yard variance; Chapter 525.520 (7) as regards the parking variance; Chapter 530, Site Plan Review; Chapter 535, General Applicability; Chapter 541, Parking and Loading.

The applicant's statement follows: "Together with the application for a conditional use permit with respect to the use as a community residential facility serving seventeen (17) to thirty-two (32) persons in the OR2 District, the applicant is requesting a side yard/front yard set back variance and site plan approval. The project will conform to all other regulations of the district."

YARD VARIANCE

Findings as Required By the Minneapolis Zoning Code for the yard variance:

The Board of Adjustment and Planning Commission shall not vary the regulations of the zoning code, unless it makes each of the following findings based upon the evidence presented to it in each specific case:

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

Although the two lots on the site are currently platted north-south as reverse corner lots, the Zoning Administrator determined that the dominant platting direction in the area is east-west and that the front yard for this project is Emerson Ave. (refer to Attachment 1). Although the proposed setback on Emerson is greater than that for the two triplexes currently on the site, at 8'-4", it is still about 7 feet less than the required 15 feet. Were the project to comply with the front yard requirements in the Zoning Code for this particular site, the building would shrink by 10-15% and the only way to meet the space needs of the project would be to add a fourth floor. The OR2 District allows four floors but the addition would then be taller than the existing office building, it would disrupt the proposed plan of having the addition at the same height as the existing building, and it would be out of scale with many of the surrounding residences. This would also add significantly to the cost of the project, which is a consideration in this case because the project includes public funding to make the project financially feasible.

The applicant's statement follows: "The Zoning Administrator has determined the front yard of the building to be located on Emerson Avenue South. The front yard requirement in the OR-2 district requires a set back of fifteen feet (15') and the side yard requirement is eight feet (8'). Given the present lot depth at 34.96' and rear yard setback requirement of 9', the set

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backs would reduce the buildable lot area from front to back to be just 10.96 ft. The side yard set back variance allows for additional building site to strengthen and balance the corner and provide a transition from the commercial buildings along Hennepin Avenue to the more traditional residential area north and west of Emerson Ave./22nd St. W.

“The lot coverage allowed under the code is seventy percent (70%) maximum. The lot is 15,707 sq. ft. and the building foot print will be 8,896 sq. ft. The lot coverage will be fifty-seven percent (57%), providing more open space than required. The project will also reduce the amount of impervious surface on the site, improving the quality of the open space. The lots would be unbuildable under the present code requirements without the set back variance (for example the lot at 1119 22nd St. W would allow a 10’x 53’ building and the 2209 Emerson lot would allow a 10’x 57’ building under the present setback allocation).”

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.**

Currently, the reverse corner platting defines the front yards for 1119 and 1111 22nd St. W. as 22nd St. The project design is capable of meeting a 15-ft. front yard requirement had this remained the front yard. However, the decision by the Zoning Administrator to use this project as the means to correct the current situation with east-west platting created the circumstances that lead to the need for the variance, not the project applicant.

The applicant’s statement follows: “The present residential buildings on the site were built in 1908 on relatively small sites. The uses would not be allowed under the present zoning code without variances. The two residential buildings will be removed under the proposed plan and the construction of a new building addition to the established office building will create a structure that is an energy efficient building that reflects the scale, design, and materials of the attached office building and nearby multi-family buildings.”

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.**

As stated above, the proposed three-story brick and stucco building expansion is consistent with the existing office building and the other buildings in the area in terms of scale, materials, massing, height, and character. The community residential facility use and its associated offices and meeting space will be compatible with the mix of commercial, office, institutional, and low-to-medium density residential uses in the vicinity. Consistent with the dominant platting in the area, the project will reorient the site to the west with the front of the building and the primary entrance to the residential portion of the building facing Emerson Ave. S. The entrance to the office portion of the building will continue to be on the north side of the site facing 22nd St. W.

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The applicant's statement follows: "The variance will allow a project that will enhance the use and enjoyment of the other property in the vicinity as the new facility will replace two underutilized and deteriorating buildings with a new, efficient building addition that reflects the scale, design, and materials of the attached office building and nearby historic multi-family buildings. The building will strengthen and balance the corner and provide a transition from the commercial buildings along Hennepin Ave to the more traditional residential area north and west of Emerson Ave./22nd St. W. The building height allowed under the code is fifty-six (56) ft. and four (4) stories. The current building is 37'-3" and three stories the new addition will be 36'-6"."

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.

As stated above, the project is not likely to have a significant adverse effect on future traffic and parking conditions.

The applicant's statement follows: "Current allowed parking is 24 parking spaces based on current office use, the current residential use of the two tri-plexes, and the addition of a bike rack. The Bridge currently has an agreement with Temple Israel to share parking in Temple Israel's lot on 22nd St. W. and Fremont. This agreement has been in effect for over fifteen (15) years and will continue to be a parking option for staff and visitors to The Bridge. The Bridge will be installing bike racks to be used by staff and residents. The site is located a half a block west of Hennepin Avenue, a major transit corridor with regular bus service. There will be no significant additional traffic associated with the project. The change of use of the existing office building (from 17 individual offices to 11 staff currently employed at The Bridge) will reduce the number of cars and parking in the area. A request will be made for an on-street, short term delivery parking area on the 22nd St. W. side of the building. A request will be made for one on-street handicapped accessible parking space on the 22nd Street W. side of the building."

PARKING VARIANCE

Findings as Required By the Minneapolis Zoning Code for the parking variance:

The Board of Adjustment and Planning Commission shall not vary the regulations of the zoning code, unless it makes each of the following findings based upon the evidence presented to it in each specific case:

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

As stated above, there will be no parking on site and the parking gap as defined by the Zoning Code equals 5 stalls. The Bridge currently has an agreement with Temple Israel to share parking in Temple Israel's lot, located one-half block to the west of the site at 22nd St. W. and

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Fremont Ave. S. This agreement will continue to be a parking option for visitors and the Bridge staff. As such, the net effect will be a reduction of office space in the area and its associated parking demand.

To comply with the Code and provide the 5 stalls on site would require a surface lot that would be 42.5' X 40' = 1,700 sq. ft. This would likely force the provision of the needed space into an additional floor. An alternative would be to provide the 5 stalls under the expansion. Both of these alternatives would significantly increase costs and likely make this publicly subsidized project financially infeasible. The Zoning Code's parking requirement for community residential facilities is based on the assumption that the residents, visitors, and on-site staff will generate parking demand. In this case, the residents themselves will not generate the 5-stalls required by the Code, and all staff and visitor demand will continue to be met off-site in a nearby parking lot. The project also displaces the unmet parking demand from the existing uses on the site, which totals 23 stalls as calculated by the Zoning Code. The Zoning Code does not recognize the off-site parking because but it's not allowed to be counted (per 541.170 (c) (1)). Planning Division staff estimate the actual parking demand will decrease by 22 stalls in the area due to the project (refer to following chart).

	Current	Future	Change
Unmet demand from office uses in 1111 22nd St. W. (1)	18	0	
Unmet demand from existing triplexes on site (1)	5	0	
Current Bridge facilities:			
Office staff (FTE for 3 shifts for 24/7 operation)	60	36	
Peak period staff	31	19	
Staff parking demand (2)	28	17	
Youth	25	17	
Parking demand for visitors (3)	5	3	
Total peak demand	33	19	
New Bridge facilities:			
Office staff		24	
Peak period staff		12	
Staff parking demand (2)		11	
Youth		20	
Parking demand for visitors (3)		4	
Total peak demand	0	15	
Grand total peak period parking demand	56	34	-22
(1) As predicted by the Zoning Code			
(2) Assume shared parking and alternative transportation = 90% peak period staff			
(3) Assumes visitor demand at 20% of youth			

The applicant's statement follows: "The Bridge Center for Youth will include 13,056 square feet of office, meeting rooms, and up to 20 beds of congregate residential use. The facility will include an existing office building and the addition of office space and congregate

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residential use. The parcel exceeds the required lot size for the existing building and the new construction but will not allow for off street parking on the site. Current allowed parking is twenty-four (24) spaces based on current office use (18 spaces), the current residential use of the two triplexes (5 spaces) and the addition of a bike rack on the site (1space). A request will be made for an on-street, short term delivery parking area on the 22nd St. W. side of the building. A request will be made for one on-street handicapped accessible parking space on the 22nd St W. side of the building.”

- 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.**

The staff response to the above finding addresses this matter as well.

The applicant’s statement follows: “The present office use of the existing office building has seventeen (17) office tenants who drive to work. These tenants have clients who come to the office building. These clients also drive to the building. There is presently no available on site parking so all of the tenants and clients who drive to the building are parking on the street. When the building is converted to use by The Bridge Center for Youth all of the current tenants and clients will cease to use the street for parking. There will be eleven (11) current Bridge staff that move into the building. Given that seventeen (17) cars are presently parked on the street by tenants of the existing office building plus the cars of the tenants’ clients and that the staff from The Bridge are parking in Temple Israel’s lot within 300 feet of the project there will be a minimum of seventeen less cars parked on the street. There are currently two (2) triplexes on the site that will be demolished and replaced with an addition to the existing office building. The residential portion of the new facility has a parking requirement of five (5) spaces. This requirement is based on one (1) space per four (4) beds. The plan calls for twenty (20) beds. The Bridge Center for Youth will provide transitional housing and services to youth. The youth living in the housing will not have cars. Given that the current residential use could be using a minimum of five (5) on street parking spaces; that the youth living in the residential portion of the new addition to the existing office building will have no cars; that the new addition to the existing office building will include an office portion that will be occupied by thirteen (13) current Bridge staff who are parking at Temple Israel’s lot within 300 feet of the project there will be a minimum of five (5) less cars parked on the street. The Bridge will be installing bike racks to be used by staff and residents. There are several designated bike lanes/bike trails near the site. The site is located a half a block west of Hennepin Ave, a major transit corridor with regular bus service. The current on street parking is a minimum twenty-two (22) cars. When the project is complete the number of parked cars on the street associated with the project will be reduced to one handicapped accessible parking spot. It is not anticipated that there will be any significant additional traffic associated with the project.”

- 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.**

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As stated above, the Zoning Code over-predicts the parking demand for the project by 22 stalls. Granting the variance will have no substantive adverse effect on parking in the area since the project actually improves the parking situation in the area.

The applicant's statement follows: "The code requires new parking spaces for the staff and clients who will use the office space and parking spaces for the youth that will live in the facility. The Bridge does not anticipate adding to its current staff when the project is completed. The current staff will merely move to new quarters. The youth living in the new facility will not have cars. Given the plan for providing service to youth and their families there is no increase in parking demand."

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.

As stated above, the project is not likely to have a significant adverse effect on future traffic and parking conditions.

The applicant's statement follows: "Congestion on the streets will be reduced. On street parking will be greatly reduced as the tenants of the current office building and their clients will no longer be a factor. Given that The Bridge does not anticipate hiring additional staff the parking requirement will not increase or will the auto traffic on the street related to The Bridge and its clients increase. More people will be walking in the area. The Bridge currently has an agreement with Temple Israel to share parking in Temple Israel's lot on 22nd St. W. and Fremont. Temple Israel has parking for 148 cars. The heaviest use of the parking lot by members of Temple Israel is on Friday evenings and Saturdays, occasional funerals, and two major holidays. These periods of demand do not conflict with the office hours of The Bridge. This agreement has been in effect for over fifteen (15) years and will continue to provide parking for staff and visitors to The Bridge."

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 rooflines shall be similar to surrounding buildings.

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- **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:

- At 8’-4” from 22nd St. W., the building is 4” from meeting this requirement. Planning staff do not believe this is a significant inconsistency. The northernmost 15 ft. of the west façade meets the 15-ft. setback requirement of the Zoning Code. The rest of the façade has an 8’-4” setback from Emerson Ave. S. Both the north and west walls reinforce the street walls on Emerson Ave. and 22nd St.
- All available space between the building and the street is fully landscaped. The site plan has been revised per the Public Works staff requirement to add an inner and outer boulevard in front on the north side of the office building on 22nd St.
- The primary use is residential and the residential entrance faces the front of the lot on Emerson Ave. It is scaled to be more residential like other small apartment buildings in the area. The secondary use is office and the office entrance is on the side of the lot on 22nd St. W. The applicant is seeking to retain the 1111 22nd St. W. address of the building that will remain and be expanded. This address is appropriate considering it will be the entrance for the users of the offices and people with handicaps, plus the best address and entrance for police and fire service.
- There is no on-site parking.
- The building has numerous projections and recessed areas and a variety of building materials to add architectural interest, divide the building into smaller identifiable sections, and to enhance the entrances.
- The following describes how the building conforms to the window requirement. All walls of the building are compatible with one another. The north and west walls that face the streets exceed the minimum glass requirement.

Windows	Elevations	
	Front (west)	Side (north)
Faces	Emerson Ave. S.	22nd St. W.
First Floor Code*	20%	20%
First Floor Plan	23%	36%
Other Floor Code*	10%	10%
Second Floor	19%	17%
Third Floor	19%	17%
* Code applies to walls that face a public street, public sidewalk, public pathway, or on-site parking lot (does not apply to alleys).		

- All windows will be vertical in orientation and are fairly evenly distributed although not in a rigid symmetrical manner. The glass will be clear or lightly tinted with a visible light transmittance ratio of 0.6 or higher.
- The first floor windows will allow views into and out of the building at eye level and no shelving, mechanical equipment, or other similar fixtures will block views into and out of the building in the area between 4-7 ft. above the adjacent grade of the windows as required by the Code.
- The primary building materials are two types of brick and stucco that will be compatible with the brick on the building to be rehabbed.

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- There will be no blank walls for more than 25 ft.
- The roof will be flat, consistent with building to be rehabbed.

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:

- Sidewalks of appropriate width will connect to the building entrances.
- Transit access is excellent along Hennepin Ave., 1/2 block to the east.
- There will be no vehicular access to the site. The existing curb cut on Emerson will be closed.
- All areas of the site not covered by the building and sidewalks are fully landscaped; 76% of the net site. The project also has a patio area that will include pervious paving.

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.

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Conformance:

- All areas of the site not covered by the building and sidewalks are fully landscaped. The zoning lot (15,707 sq. ft.) less the footprint of the building (8,896 sq. ft.) yields a net site of 6,811 sq. ft. There is 5,184 sq. ft. of landscaping on the site; 76% of the net site. The project includes more than 1,360 more sq. ft. of landscaping than is currently on the site.
- The Code requires one tree per 500 sq. ft. of required landscaping (20% of the net site equals 1,362 sq. ft. of landscaping and a requirement of 2 trees), and one shrub for every 100 sq. ft. of required landscaping (which yields a requirement of 14 shrubs). Currently, the plan includes 13 trees and 187 shrubs. These trees and bushes are appropriately distributed throughout the site.

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.

Conformance:

- The Public Works Department will review the proposed stormwater management design for the site.
- Lighting will be consistent with the Code through the use of full cut-off fixtures and proper placement.
- The Bridge intends to request one on-street, short term loading area on the 22nd St. W. side of the building.
- Since the building height is the same as the existing building to be rehabbed and slightly taller than the two triplexes to be removed, the project will not constitute a significant change in the obstruction of views and will not significantly increase shadows.
- At 3 stories, the building will not generate any significant pedestrian-level winds.
- The Police Department reviewed the project as regards natural surveillance and site safety and made no changes to the plan.
- As stated above, The City has concluded in its pending federal Environmental Assessment that the two triplexes and the office building are neither currently listed nor eligible for listing on the National Register of Historic Places.

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: As stated above, the proposed use is classified as a “community residential facility” and is a conditional use in the OR2 District.

Off-Street Parking and Loading: As stated above, the zoning code requires 5 stalls. The applicant’s proposal to provide zero on-site parking is the topic of the subject parking variance.

Maximum Floor Area: The maximum floor area ratio (FAR) in the OR2 District is 2.5. The project includes 20,586 sq. ft. on the 15,707 sq. ft. lot, which equals an FAR of 1.3.

Building Height: Building height in the OR2 District is limited to 4 stories or 56 feet, whichever is less. The project is 3 stories and a maximum of 36.5 ft. high.

Minimum Lot Area: The OR2 District specifies a minimum lot area of 700 sq. ft. per rooming unit for a community residential facility serving 7 to 32 persons. The lot, at 15,707 sq. ft., can accommodate 22 rooming units. The proposal has 10 rooming units.

Yard Requirements: The OR2 District specifies the following yards for a community residential facility serving 7 to 32 persons:

Required Yards	Street Name/Required Yard	Proposed Yard
Front:	Emerson Ave./15	8-4 (need variance)
Corner side yard:	22 nd St. S/8	8
Rear	5 on east side	3 (existing building)
Interior side	5 on south side	47

Maximum lot coverage: The OR2 District specifies a maximum lot coverage of 70%. The lot coverage for the project is (8,896/15,707) which equals 57%.

Impervious surface coverage: The OR2 District specifies a maximum impervious surface coverage of 85%. The impervious surface coverage for the project (5,184 in landscaping/15,707=33%) equals 67%.

Specific Development Standards: The section of this report that addresses the first finding for the Conditional Use permit includes the specific development standards.

Hours of Operation: The OR2 District does not restrict the hours open to the public for residential uses including community residential facilities.

Signs: Table 543-1 states the following as regards community residential facilities: “One nonilluminated, flat wall identification sign not exceeding eight (8) sq. ft. Maximum height of twelve (12) ft. or top of wall, whichever is less. On a corner lot, two such signs per building.” The project includes one 2 ft. X 3 ft. (6 sq. ft.) flat wall sign that will be non-illuminated located above the

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entrance door on 22nd St. at a maximum height of 9 ft.

Refuse storage: The trash enclosure will be located on the southwestern corner of the property. It will have a brick veneer, be 6'-2" tall, and have a cedar gate. Access to Emerson St. will be via a sidewalk; the existing curb cut will be closed.

Minneapolis Plan: Refer to the Conditional Use Permit section of this report.

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: The application meets all applicable provisions of the Zoning Code (subject to the approval of the subject variance and conditional use permits).

RECOMMENDATIONS

Recommendation of the Department of Community Planning and Economic Development – Planning Division for the Conditional Use Permit for 10 rooming units for the The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.:

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 for 10 rooming units for the The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.

Recommendation of the Department of Community Planning and Economic Development – Planning Division for the yard variance for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.:

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and approve the variance to reduce the required front yard on Emerson Ave. S. from 15 ft. to 8 ft. for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.

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Recommendation of the Department of Community Planning and Economic Development – Planning Division for the parking variance for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.:

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the variance to reduce to reduce the required parking from 5 stalls to zero stalls for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W.

Recommendation of the Department of Community Planning and Economic Development – Planning Division for the Site Plan Review permit for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., ad 1111 22nd St. W.:

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 permit for The Bridge for Runaway Youth, Inc. project located at 2209-2211 Emerson Ave. S., 1119 22nd St. W., and 1111 22nd St. W., subject to the following conditions:

1. CPED Planning staff review and approval of the final site plan, floor plans, landscaping plan, lighting plan, and building elevations.
2. All site improvements shall be completed by June 12, 2007, unless extended by the Zoning Administrator, or the permit may be revoked for noncompliance.

Attachments:

1. Zoning, lot lines, and uses in the vicinity
2. Primary and Overlay districts
3. Aerial photo
4. Project drawings
5. Renderings
6. Information from the applicant
7. Legal description, property description and history, management plan
8. Photos of the site and surrounding buildings
9. Zoning data sheet
10. PDR report
11. Comment letters