

**Department of Community Planning and Economic Development – Planning Division**  
Conditional Use Permit, Major Site Plan Review  
BZZ – 1929

**Date:** September 13, 2004

**Applicant:** Project for Pride in Living

**Address of Property:** 4643 Lyndale Ave. N.

**Project Name:** Camden Apartments

**Contact Person and Phone:** Ron Price, (612) 455-5100

**Planning Staff and Phone:** Jason Wittenberg, (612) 673-2297

**Date Application Deemed Complete:** August 17, 2004

**End of 60-Day Decision Period:** October 16, 2004

**Ward: 4      Neighborhood Organization:** Lind-Bohanon Neighborhood Association

**Existing Zoning:** C2

**Proposed Zoning:** Not applicable for this application

**Zoning Plate Number:** 2

**Legal Description:** Not applicable for this application

**Proposed Use:** Supportive housing development with 23 dwelling units in a new three-story building.

**Concurrent Review:**

**Conditional use permit:** Required for proposed 23 units of supportive housing

**Major site plan review:** Required when establishing five or more dwelling or rooming units and when establishing supportive housing units

**Applicable zoning code provisions:**

Table 548-1, Principal Uses in the Commercial Districts

Chapter 530, Site Plan Review.

**Background:** The applicant proposes to construct a new 23-unit supportive housing development in the Lind-Bohanon neighborhood. According to the applicant, the target population to be served by the facility would be homeless families who are headed by a person with one of the following: a physical disability, HIV/AIDS, mental illness, development delay,

chemical dependency, learning disability or a victim of sexual abuse/domestic violence. A management plan has been submitted.

The site is currently occupied by the Camden Motel, which would be razed to make way for the project.

### **CONDITIONAL USE PERMIT -**

#### **Required Findings for the Conditional Use Permit:**

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

Development of a multi-family residential building on the site, including supportive housing units, would be consistent with the intent of Commercial Corridors and would not pose a particular health or safety concern provided the project is properly managed.

**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.**

Provided the facility complies with the applicable Specific Development Standards and that the facility is properly managed in a way that is consistent with a management plan submitted to the Planning Department, and further provided that the project complies with the site plan review standards of Chapter 530, development of 23 units of supportive housing should not be injurious to nearby properties and should not impede development of the area. The applicant has submitted a management plan describing responsibilities related to management and security of the facility. The management plan also describes the supportive services provided for prospective tenants.

**3. Will have adequate utilities, access roads, drainage and/or other necessary facilities.**

The site is adequately serviced by city streets, utilities, water and sewer. The site is served by a public alley that allows the applicant to access off-street parking spaces and loading areas. The Public Works Department has reviewed the preliminary plan and will review the final plan for issues such as drainage and public facilities.

**4. Will take measures to minimize traffic congestion in the public streets.**

The project would comply with the minimum number of off-street parking spaces and would supply a bicycle rack. Closure of the existing curb cut along Lyndale Avenue would add to the supply of on-street parking.

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

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The portion of Lyndale Avenue North where the site is located is designated by the Minneapolis Plan as a Commercial Corridor.

The conditional use permit to allow 23 units of supportive housing is consistent with the relevant provisions of the Minneapolis Plan, as follows:

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

*Relevant Implementation Steps:*

- Promote increased development of housing for very low-income households earning 30% or less of metropolitan median income.

*Staff comment:* The development would serve families that have experienced chronic homelessness or episodes of homelessness.

*Relevant Policy:* **4.11.** Minneapolis will improve the availability of housing options for its residents.

*Relevant Implementation Steps:*

- Diversify the location distribution of affordable housing in order to allay the historic patterns of concentration of poverty that characterizes some neighborhoods.
- Implement city policies related to the provision of housing for homeless individuals and families.
- Support 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.

*Staff comment:* The Lind-Bohanon neighborhood is not in a CDBG target area and the site is not located within one-quarter mile of another supportive housing development. The residents of the proposed facility, who have experienced homelessness, would receive supportive services on-site and would have relatively convenient access to public transportation.

*Relevant Policy:* **9.28.** Minneapolis will 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 offered.

*Relevant Implementation Steps:*

- Support a mix of uses on commercial corridors--such as retail sales, office, institutional, higher density residential, and clean low-impact light industrial--where compatible with the existing and desired character of the street.

*Staff comment:* The applicant proposes a three-story building that respects the setbacks of the adjacent uses and provides a direct pedestrian connection to the principal entrance.

**6. And, does in all other respects conform to the applicable regulations of the district in which it is located, with the approval of this c.u.p.**

If all proposed land use/zoning applications are approved, the proposal will comply with all provisions of the C2 District.

## **MAJOR SITE PLAN REVIEW -**

### **Required Findings for Major 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. (See Section B Below for Evaluation.)**
- C. The site plan is consistent with applicable development plans or development objectives adopted by the city council. (See Section C 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.**
- 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 façade shall provide architectural detail and shall contain windows at the ground level or first floor.**
- In larger buildings, architectural elements shall be emphasized.**
- 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 where visible from a public street or a residence or office residence district.**

- **Entrances and windows:**
  - Residential uses shall be subject to section 530.110 (b) (1).
  - Nonresidential uses shall be subject to section 530.110 (b) (2).
- **Parking Garages:** The exterior design shall ensure that sloped floors do not dominate the appearance of the façade and that vehicles are screened from view. At least thirty (30) percent of the first floor façade that faces a public street or sidewalk shall be occupied by commercial uses, or shall be designed with architectural detail or windows, including display windows, that create visual interest.

*Conformance with above requirements:*

The proposed building setback would roughly correspond with a line drawn between the nearest corners of the buildings on the two adjacent residential properties, reinforcing the existing street pattern and facilitating visibility up and down the street from adjacent properties. Direct pedestrian connections to the front entrance are proposed.

Staff recommends that the Commission grant alternative compliance to allow a buildings setback of greater than eight feet. The applicant designed the project with an understanding that a front yard setback variance would be required in order to construct the building where it is proposed. The proposed setback respects the setbacks of the two adjacent buildings and the applicant proposes amenities between the building and the front lot line, including rain gardens. The proposed setback would also allow preservation of several mature trees located in the front portion of the lot.

The applicant proposes extensive landscaping between the building and the front lot line, including rain gardens, preservation of existing mature trees and planting of new trees.

The principal entrance to the building would face Lyndale Avenue.

Most of the off-street parking would be located below grade while three spaces are proposed outdoors at the rear of the lot.

The proposed building includes a good deal of articulation and relief in the front façade. Proposed materials include a brick base, stucco, glass, and cement-based siding. The northern half of the front façade does not feature adequate window area, resulting in a relatively featureless wall that would not allow natural surveillance of the street.

The applicant proposes cement-based siding on all sides of the building.

Plain face concrete block would not be used.

The principal entrance would be clearly defined with a canopy feature. The roof pitch would be similar to other residential properties in the vicinity. While the amount of window and door area in the proposed first floor façade facing the street is equal to approximately 37 percent, the windows are not distributed in a more or less even manner and would not allow for surveillance

of the public street from any of the dwelling units. Staff recommends that the project include window area in that portion of the front façade located north of the principal entrance. While staff is recommending that the Commission require additional windows at ground level, staff strongly recommends that the applicant also incorporate additional window area in the second and third floors facing the street.

**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 530.140 (b).**
- **Areas for snow storage shall be provided unless an acceptable snow removal plan is provided.**
- **Site plans shall minimize the use of impervious surfaces.**

*Conformance with above requirements:*

Clear and well-lighted walkways of at least four feet in width would connect the public sidewalk to the principal entrance. An accessible route will also be provided to overcome the grade change.

There are no transit shelters adjacent to the site.

Closure of the curb cut along Lyndale Avenue will reduce vehicle/pedestrian conflicts.

The site will have alley access, which is permitted for this use.

The applicant has indicated a snow storage south of the three-space parking lot.

The site would have a good deal of permeable area, particularly due to fact that most of the parking will be provided below the building.

**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 shall be landscaped as specified in section 530.150 (a).**

- **Where a landscaped yard is required, such requirement shall be landscaped as specified in section 530.150 (b).**
- **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.**
- **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 530.160 (b).**
- **Parking and loading facilities abutting a residence or office residence district or abutting a permitted or conditional residential use shall comply with section 530.160 (c).**
- **The corners of parking lots shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks, or bicycle parking.**
- **Parking lots containing more than two hundred (200) parking spaces: an additional landscaped area not less than one hundred-fifty (150) square feet shall be provided for each twenty-five (25) parking spaces or fraction thereof, and shall be landscaped as specified for a required landscaped yard.**
- **All parking lots and driveways shall be defined by a six (6) inch by six (6) inch continuous concrete curb positioned two (2) feet from the boundary of the parking lot, except where the parking lot perimeter is designed to provide on-site retention and filtration of stormwater. In such case the use of wheel stops or discontinuous curbing is permissible. The two (2) feet between the face of the curb and any parking lot boundary shall not be landscaped with plant material, but instead shall be covered with mulch or rock, or be paved.**
- **All other areas not governed by sections 530.150, 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 530.220.**
- **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 530.60, as provided in section 530.230.**

*Conformance with above requirements:*

The lot has approximately 26,063 square feet of area. The building footprint would be approximately 12,625 square feet, leaving a net site area of 13,438 square feet. At least 20 percent of the net site area (2,687 sq. ft.) should be landscaped. According to the applicant, 8,000 square feet (57 percent of the net site area) would be landscaped. Based on the amount of net site area, a minimum of three canopy trees and 14 shrubs must be provided but not less than would be required to meet the landscaped yard requirements of Chapter 530. The applicant proposes to provide landscaping well in excess of the minimum requirements. The final plant schedule should include the proposed quantity of each species.

A three-space parking lot is proposed outdoors, which does not trigger the landscaped yard requirements of Chapter 530. However, the applicant is encouraged to provide a buffer between the maneuvering area and the adjacent property rather than constructing it up to the property line.

Concrete curbing exists around the perimeter of the parking area. However, the applicant is encouraged to grade the small parking area in a manner that would allow on-site filtration of stormwater.

Any areas not covered by buildings, walkways, driveways, seating, and parking and loading must be covered with landscaping or turf. The exception is likely to be the outdoor play area, which will presumably include mulch or sand. Note that play *equipment* should not be located in the required side yard setback.

Landscaping must be installed and maintained properly.

**ADDITIONAL STANDARDS:**

- **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.**
- **Site plans shall minimize the blocking of views of important elements of the city.**
- **Buildings shall be located and arranged to minimize shadowing on public spaces and adjacent properties.**
- **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.**
- **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 with above requirements:***

Lighting must comply with chapters 535 and 541.

Adjacent properties may be somewhat affected by headlight glare from vehicles exiting the below grade parking. The modest size of the parking garage will ensure that the impact will not be substantial.

Views would not be blocked.

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The project would have little impact on shadowing of the public sidewalk and or wind speed or direction.

From a crime prevention standpoint, the site should be appropriately lighted. Fencing will delineate private space in the outdoor areas. The property will be staffed 24-hours per day.

**Section B: Conformance with All Applicable Zoning Code Provisions and Consistency with the Comprehensive Plan**

**ZONING CODE:** The property is zoned C2. Supportive housing is a conditional use in the C2 District as indicated in Table 548-1 of the zoning code.

**Parking and Loading:** The project, as proposed, must provide 16 off-street parking spaces. This would be reduced by one space since the applicant proposes bicycle racks that would accommodate at least four bicycles. Seventeen spaces are proposed.

**Signs:** No signs are proposed.

**Maximum Floor Area:** The maximum floor area ratio (FAR) in the C2 District is 1.7. Excluding below grade area, the applicant proposes 35,555 square feet, resulting in an FAR of 1.33.

**Minimum Lot Area:** The C2 District requires at least 900 square feet of lot area per dwelling unit. The applicant would be providing over 1,100 square feet of lot area per dwelling unit.

**Yard Requirements:** No front yard setback is required because the property and both adjacent properties have commercial zoning. Rear and side yards (where residential windows face the rear or interior side yards) must equal at least nine feet. Parking is a permitted obstruction for residential uses when located in the rear 40 feet of the property.

**Specific Development Standards:** Supportive housing facilities are subject to the following specific development standards, as indicated in section 536.20 of the zoning code:

*Supportive housing.*

(1) Supportive housing shall be located at least one-fourth ( 1/4) mile from all existing supportive housing and from all of the following uses, except in the B4H Overlay District:

- a. Community correctional facility.
- b. Community residential facility.
- c. Inebriate housing.
- d. Motel.
- e. Overnight shelter.

(2) The maximum number of persons served shall not exceed thirty-two (32), except in

the B4H Overlay District.

(3) On-site services shall be for residents of the facility only, except where part of a regimen of scheduled post-residential treatment.

(4) 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.

(5) 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.

(6) The operator shall submit a management plan for the facility and a floor plan showing sleeping areas, emergency exits and bathrooms.

**Hours Open to the Public:** Residential uses are not governed by maximum hours.

**Dumpster screening:** The refuse storage, which is proposed near the rear of the site, must meet 535.80 of the zoning code.

**535.80. Screening of refuse storage containers.** Refuse storage containers shall be enclosed on all four (4) sides by screening compatible with the principal structure not less than two (2) feet higher than the refuse container or shall be otherwise effectively screened from the street, adjacent residential uses located in a residence or office residence district and adjacent permitted or conditional residential uses. Single and two-family dwellings and multiple-family dwellings of three (3) and four (4) units shall not be governed by this provision.

#### **MINNEAPOLIS PLAN:**

See the conditional use permit analysis above.

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

Staff is not aware of a conflict between the proposed use and any development plan or objective adopted by the city council.

#### **Alternative Compliance. The Planning Commission may approve alternatives to any major 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, 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.**
  - Staff is recommending that the Commission grant alternative compliance to allow the building to be set back greater than eight feet from the front lot line. The applicant designed the project with an understanding that a front yard setback variance would be required in order to construct the building where it is proposed. The proposed setback respects the setbacks of the two adjacent buildings and the applicant proposes amenities between the building and the front lot line. The proposed setback would also allow preservation of several mature trees located in the front portion of the lot.

## **RECOMMENDATIONS**

### **Recommendation of the Community Planning and Economic Development Department – Planning Division for the Conditional Use Permit:**

The Community Planning and Economic Development Department – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the application for a conditional use permit to allow a supportive housing facility with twenty three (23) dwelling units at 4643 Lyndale Ave. N, subject to the following conditions:

1. Compliance with the Specific Development Standards for supportive housing required by Chapter 536 of the zoning code.

### **Recommendation of the Community Planning and Economic Development Department – Planning Division for the Major Site Plan Review:**

The Community Planning and Economic Development Department – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the application for major site plan review to allow a supportive housing facility with twenty three (23) dwelling units at 4643 Lyndale Ave. N , subject to the following conditions:

1. In addition to the proposed window area, twenty (20) percent of that portion of the first floor façade located north of the principal entrance shall be windows or doors and shall allow views of the street from the ground-floor dwelling unit.
2. Planning Department staff review and approval of the final site and landscape plans.

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3. If improvements required by Site Plan Review exceed two thousand (2000) dollars, the applicant shall submit a performance bond in the amount of 125 percent of the estimated site improvement costs prior to obtaining a building permit.

**Attachments:**

1. Statements submitted by the applicant
2. Letters from the applicant to the council office and neighborhood group
3. Letter from the property owner
4. Zoning map
5. Site plan
6. Landscape plan
7. Site survey
8. Floor plans
9. Elevations
10. Building sections
11. Photos