

Department of Community Planning and Economic Development
Variances and Site Plan Review
BZZ – 5944

Date: March 25, 2013

Applicant: The GAV, LLC

Address of Property: 1307-1315 Glenwood Avenue

Project Name: The GAV

Contact Person and Phone: Ted Murphy, Knock Inc. (612) 716-9300

CPED Staff and Phone: Janelle Widmeier, (612) 673-3156

Date Application Deemed Complete: February 25, 2013

End of 60-Day Decision Period: April 24, 2013

Ward: 5 Neighborhood Organization: Harrison (adjacent to Sumner-Glenwood)

Existing Zoning: C2 Neighborhood Corridor Commercial District and PO Pedestrian Oriented Overlay District

Proposed Zoning: Not applicable for this application

Zoning Plate Number: 12

Legal Description: Not applicable for this application

Proposed Use: Offices

Concurrent Review:

- Variance of the PO overlay district building placement standards to allow part of the first floor of the addition to be set back more than 8 feet from Glenwood Avenue and Humboldt Avenue North and to allow parking between the building and Girard Avenue North.
- Variance of the PO overlay district standard limiting parking lot width to not more than 60 feet of street frontage to allow 102 feet of parking lot frontage on Girard Avenue North.
- Site plan review to allow a one-story building addition.

Applicable zoning code provisions: Chapter 525, Article IX Variances, specifically section 525.520 (20) “To vary the standards of any overlay district, other than the SH Shoreland Overlay District or the FP Floodplain Overlay District”; and Chapter 530 Site Plan Review.

Background: The applicant is proposing an approximately 9,600 square foot, one-story addition to the existing office building, which is occupied by Knock, Inc. The addition will extend onto the site

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formerly occupied by an automobile repair facility/gas station at 1307 Glenwood Avenue. The building addition also includes a lower level of enclosed parking with 16 spaces. An additional 7 parking spaces and a loading space are proposed in a new surface parking area behind the addition.

In the PO overlay district, the first floor of the building must be located within eight feet of a lot line adjacent to a street with amenities between the building and adjacent lot lines. The proposed entry lobby/pedestrian link between the existing building and new office addition would be set back 57 to 76 feet from Glenwood Avenue. Where the second entrance facing Glenwood Avenue on the addition is located, the building wall would be setback 9 to 14.5 feet from the street. The west wall of the addition would be set back 113 feet from Humboldt Avenue North. The rest of the addition would be setback 7 feet from Glenwood Avenue and 0 to 3 feet from Girard Avenue North. A new 8-space surface parking lot is proposed between the existing building and Girard Avenue North. A variance of this overlay district standard is required.

In the PO overlay district, parking lots are limited to 60 feet of street frontage. The proposed width of the new 8-space parking lot is 42 feet. However, it will be adjacent to a 57 foot wide parking lot on the same zoning lot. The combined frontage of these parking lots along Girard Avenue North is 102 feet, including a retaining wall structure and fence in between each parking lot. A variance of this overlay district standard is required.

A site plan review is required for a building addition over 1,000 square feet in area.

When Knock, Inc. remodeled and added a small vestibule addition to the 1315 Glenwood Avenue building in 2009, the parking lot was reviewed for compliance with the landscaping, screening and curbing requirements of the zoning code. The required improvements from that review have been implemented.

As of writing this staff report, staff has not received any correspondence from the neighborhood group. Staff will forward comments, if any are received, at the City Planning Commission meeting.

VARIANCE: of the PO Pedestrian Oriented Overlay District building placement standards to allow part of the first floor of the addition to be setback more than 8 feet from Glenwood Avenue and Humboldt Avenue North and to allow parking between the building and Girard Avenue North.

1. Practical difficulties exist in complying with the ordinance because of circumstances unique to the property. The unique circumstances were not created by persons presently having an interest in the property and are not based on economic considerations alone.

In the PO overlay district, the first floor of the building must be located within eight feet of a lot line adjacent to a street unless a greater yard is required with amenities between the building and adjacent lot lines. The proposed entry lobby/pedestrian link between the existing building and new office addition would be setback 57 to 76 feet from Glenwood Avenue. Where the second entrance facing Glenwood Avenue on the addition is located, the building wall would be setback 9 to 14.5 feet from the street. The west wall of the addition would be set back 113 feet from Humboldt Avenue North. The rest of the addition would be setback 7 feet from Glenwood Avenue and 0 to 3 feet from Girard Avenue North. A new 8-space surface parking lot is proposed between the existing building and Girard Avenue North.

The site has frontage on three streets. The existing building is set back over 60 feet from Glenwood Avenue and over 100 feet from Girard Avenue. These circumstances limit where the addition and additional surface parking can be located.

- 2. The property owner or authorized applicant proposes to use the property in a reasonable manner that will be in keeping with the spirit and intent of the ordinance and the comprehensive plan.**

The PO Pedestrian Oriented Overlay District is established to preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high impact and automobile-oriented uses. The purpose of requiring the building to be located within 8 feet of the street and not allow parking between the building and the street is to reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation. These standards are also supported by policies of the comprehensive plan.

The addition would be built up to the lot line adjacent to Girard Avenue. Only small portions of the addition would not be within 8 feet of the property lines adjacent to Glenwood Avenue. The applicant is proposing to construct a shared lobby to connect the existing building to the addition. Due to the more than 60 foot setback of the existing building, the lobby would not be within 8 feet of the street abutting property lines. A new entry facing Glenwood Avenue is proposed in the addition, but is recessed to provide shelter and to provide relief in the façade wall. Additional room between the addition and Glenwood Avenue also allows for an accessible route to reach the new entrance. To further improve pedestrian access, a walkway from Glenwood Avenue to the shared entrance will be provided. One currently does not exist. Although the new surface parking would be located between the existing building and Girard Avenue, it would be located behind the addition and buffered from the public street and sidewalk with landscaping. The request is reasonable and consistent with the intent of the ordinance and comprehensive plan.

- 3. The proposed variance will not alter the essential character of the locality or be injurious to the use or enjoyment of other property in the vicinity. If granted, the proposed variance will not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.**

Because the site plan is designed to increase pedestrian interaction, granting of the variance would have little effect on surrounding properties and would not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.

VARIANCE: of the PO overlay district standard limiting parking lot width to not more than 60 feet of street frontage to allow 102 feet of parking lot frontage on Girard Avenue North.

Findings as required by the Minneapolis Zoning Code:

- 1. Practical difficulties exist in complying with the ordinance because of circumstances unique to the property. The unique circumstances were not created by persons presently having an interest in the property and are not based on economic considerations alone.**

In the PO overlay district, parking lots are limited to 60 feet of street frontage. The proposed width of the new 8-space parking lot is 42 feet. However, it will be adjacent to a 57 foot wide parking lot on the same zoning lot. The combined frontage of these parking lots along Girard Avenue North is 102 feet, including a retaining wall structure and fence in between each parking lot. Because a pedestrian link will be constructed over the shared property line between the existing building and addition, the site is considered one zoning lot. Without the link, each property could be considered a zoning lot and each parking lot would comply with the maximum frontage requirement. The existing building also limits where on-site parking can be located.

- 2. The property owner or authorized applicant proposes to use the property in a reasonable manner that will be in keeping with the spirit and intent of the ordinance and the comprehensive plan.**

The PO Pedestrian Oriented Overlay District is established to preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high impact and automobile-oriented uses. These standards are also supported by policies of the comprehensive plan. Most of the parking for the new addition will be enclosed. The new parking lot will also accommodate the required loading space and will provide access to the enclosed parking. Landscaped yards would provide a buffer between the parking and Girard Avenue. The total amount of proposed parking would not exceed the maximum parking requirement. The request is reasonable.

- 3. The proposed variance will not alter the essential character of the locality or be injurious to the use or enjoyment of other property in the vicinity. If granted, the proposed variance will not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.**

Landscaped yards would provide a buffer between the parking and Girard Avenue. The parking is proposed behind the addition to minimize adverse effects on pedestrians. Granting the variance would have little effect on surrounding properties and would not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.

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 DESIGN:

- 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, windows, and active functions:
 - 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.

- g. In multiple tenant buildings, each individual ground level tenant space that faces a public street, public sidewalk, public pathway, or on-site parking lot shall comply with the minimum window requirements of this section.

Minimum window area shall be measured as indicated in section 530.120 of the zoning code.

- **Ground floor active functions:**
Except for industrial uses in Table 550-1, Principal Industrial Uses in the Industrial Districts, the first floor or ground level of buildings shall be designed to accommodate active functions by ensuring that parking, loading, storage, or mechanical equipment rooms are limited to no more than thirty (30) percent of the linear building frontage along each wall facing a public street, public sidewalk, or public pathway.
- 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. In addition to compliance with minimum window requirements, principal and accessory parking garages shall comply with provisions requiring active functions on the ground floor. In the downtown districts, the more restrictive parking garage provisions of Chapter 549, Downtown Districts, shall apply.

Conformance with above requirements:

- The proposed entry lobby/pedestrian link between the existing building and new office addition would be setback 57 to 76 feet from Glenwood Avenue. Where the second entrance facing Glenwood Avenue on the addition is located, the building wall would be setback 9 to 14.5 feet from the street. The west wall of the addition would be set back 113 feet from Humboldt Avenue North. The rest of the addition would be setback 7 feet from Glenwood Avenue and 0 to 3 feet from Girard Avenue North. Alternative compliance is requested to allow the building to be set back more than 8 feet from lot lines adjacent to a street.
- Landscaping and walkways would be provided between the building addition and Glenwood Avenue and Girard Avenue. A new parking lot would be established between the existing building and Girard Avenue. Alternative compliance is requested along Girard Avenue.
- Three principal entrances facing Glenwood Avenue, two of which are on the addition, would be provided.
- An existing parking area is located between the building and Glenwood Avenue. All other existing parking lots are located at the rear of the site. The applicant is proposing to locate some parking in the lower level of the building addition. Alternative compliance is requested for the new parking lot would be located between the existing building and Girard Avenue.
- On the addition, windows, doors and recesses would be incorporated to break the building into smaller identifiable sections.
- The upper floor of the addition would not have any blank, uninterrupted walls without architectural elements exceeding 25 feet in width. The lower, parking level of the addition would have blank, uninterrupted walls without architectural elements exceeding 25 feet in width on the south and east elevations. Alternative compliance is requested for these walls.
- The proposed exterior materials of the addition would be metal panels, cast-in-place concrete and glass. The exterior materials on the existing building include brick, wood siding, and glass. The proposed materials are durable.
- All sides of the building and materials would be compatible and similar to each other.
- Plain face concrete block would not be used as a primary exterior building material.
- Principle entrances on the addition would be recessed, sheltered and flanked by windows to emphasize their importance.

- Each exterior wall of the addition faces a street or parking area and is therefore subject to the minimum window requirements. The amount of required and proposed windows on the building addition is identified in the following tables.

**30 Percent of the First Floor Walls
(Measured between two and ten feet above the adjacent grade)**

<i>Wall</i>	<i>Required area (sq. ft.)</i>	<i>Proposed area (sq. ft.)</i>	<i>Percentage of wall area</i>
North (Glenwood Ave)	280.8	329	35.1%
South (parking lot)	271.2	28	3.1%
West (parking lot/Humboldt Ave)	112.8	120	31.9%
East (Girard Ave)	206.4	123	17.9%

For the windows on the north and east elevations included in the proposed calculations above, the bottom of the windows are not within 4 feet of the adjacent grade. All of the required windows would be vertical in proportion. The windows would be more or less evenly distributed. The applicant has indicated that the windows will be lightly tinted with a visible light transmittance ratio of 0.6 or greater. This information will need to be identified on the final plans. The floor plans indicate that the first floor windows would allow views into and out of the building and would not be obstructed by shelving, mechanical equipment, or other fixtures in the area between 4 and 7 feet above the adjacent grade. For the amount and/or location of windows, the applicant is requesting alternative compliance for the walls that are in bold text above.

- More than 70 percent of the first floor is designed to accommodate active functions of each building wall facing a street.
- A flat roof is proposed. The existing building has a flat roof. Most of the nonresidential buildings in the area also have flat roofs.

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 with above requirements:

- A walkway that is at least 4 feet in width will connect the new shared entrance to the Glenwood Avenue sidewalk.
- There are no transit shelters on or immediately adjacent to the site. A transit shelter is not proposed.
- Nonresidential uses are located across each street from the site. Residential uses are located to the south of the site. The site is not adjacent to an alley. There would be a curb cut for each parking lot because of the grade changes on the site and existing building location. There are not opportunities to consolidate any of the curb cuts. The curb cut for the new parking lot would be 20 feet wide. As a result of this proposal, two curb cuts on the 1307 Glenwood Avenue property will

be eliminated. All circulation occurs on-site. This project should reduce potential conflicts with pedestrians and surrounding residential uses.

- To the extent practical, the site plan minimizes the use of impervious surfaces in the parking areas.

LANDSCAPING AND SCREENING:

- **The composition and location of landscaped areas shall complement the scale of the development and its surroundings.**
 - **Not less than twenty (20) percent of the site not occupied by buildings, including all required landscaped yards, shall be landscaped as specified in section 530.160 (a).**
- **Required screening shall be six (6) feet in height, unless otherwise specified, except in required front yards where such screening shall be three (3) feet in height.**
- **Except as otherwise provided, required screening shall be at least ninety-five (95) percent opaque throughout the year. Screening shall be satisfied by one or a combination of the following:**
 - **A decorative fence.**
 - **A masonry wall.**
 - **A hedge.**
- **Parking and loading facilities located along a public street, public sidewalk or public pathway shall comply with section 530.170 (b), including providing landscape yards along a public street, public sidewalk or public pathway and abutting or across an alley from a residence or office residence district, or any permitted or conditional residential use.**
- **The corners of parking lots where rows of parking spaces leave areas unavailable for parking or vehicular circulation shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks or bicycle parking.**
- **In parking lots of ten (10) spaces or more, no parking space shall be located more than fifty (50) feet from the center of an on-site deciduous tree. Tree islands located within the interior of a parking lot shall have a minimum width of seven (7) feet in any direction.**
- **All other areas not governed by sections 530.160 and 530.170 and not occupied by buildings, parking and loading facilities or driveways, shall be covered with turf grass, native grasses or other perennial flowering plants, vines, mulch, shrubs or trees.**
- **Installation and maintenance of all landscape materials shall comply with the standards outlined in section 530.210.**
- **The city planning commission may approve the substitution or reduction of landscaped plant materials, landscaped area or other landscaping or screening standards, subject to section 530.80, as provided in section 530.220.**

Conformance with above requirements:

- The zoning code requires that at least 20 percent of the site not occupied by buildings be landscaped. The lot area of the site is approximately 44,991 square feet. The building footprint would be approximately 16,974 square feet. The lot area minus the building footprint therefore consists of approximately 28,017 square feet. At least 20 percent of the net site area (5,603.4 square feet) must be landscaped. Approximately 7,516 square feet of the site would be landscaped. That is equal to 26.8 percent of the net lot area. On the 1315 Glenwood Avenue part of the site, 6,299 square feet of landscaping will remain. On the 1307 Glenwood Avenue part of the site, 1,217 square feet of landscaped area is proposed.
- The zoning code requires at least one canopy tree for each 500 square feet of required green space and at least one shrub for each 100 square feet of required green space. The tree and shrub requirement for this site is 12 and 56 respectively. A total of 26 canopy trees would be provided on-site. Ten shrubs exist. The applicant is requesting alternative compliance for the shrub requirement.
- The new parking lot would front Girard Avenue. A 7-foot wide landscaped yard is required. An 8-foot wide landscaped yard is proposed. In the landscaped yard, screening that is 3 feet tall and 60

percent opaque and two canopy trees are required. Decorative grasses are proposed to provide the required screening. Two canopy trees are proposed.

- The new parking lot would not be adjacent to a residential use or zoning district.
- Areas unavailable for parking or not needed for access and maneuvering would be landscaped.
- All parking spaces would be located within 50 feet of an on-site deciduous tree.
- The remainder of the landscaped area would be covered with sod, decorative grasses and trap rock mulch. Rock mulch is generally discouraged. However, the use of the trap rock was allowed for the previous site plan approval. The number of ornamental grasses for the new planting beds has not been identified. The proposed quantities will need to be identified on the final 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.**
- **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 with above requirements:

- Continuous concrete curbing would be provided around the landscaped areas in the new parking lot. The grading needed for proper drainage makes filtration through discontinuous curbing impractical.
- The building addition would not impede any views of important elements of the city, significantly shadow the adjacent streets or properties, or increase the generation of wind currents at ground level.
- The site plan incorporates environmental design elements to prevent crime. Windows will be provided on all sides of the addition to encourage natural surveillance and visibility. The proposed landscaping will not prevent views in and out of the site at eye level. Pedestrian level lighting will be provided at all entrances. The location of landscaping, fencing, and walkways will guide pedestrians through the site and will distinguish public from private areas.
- The existing building is not designated or eligible for designation.

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

ZONING CODE: The site is zoned C2 with the PO overlay district. In the C2 district, offices are a permitted use.

Parking and Loading:

Minimum automobile parking requirement: The minimum parking requirement for offices is equal to one space per 500 square feet of gross floor area (GFA) in excess of 4,000 square feet. The proposed floor area subject to the parking requirement is 17,685 square feet. Therefore a minimum of 27 spaces are required. In the PO overlay district, the minimum parking requirement is 75 percent of the minimum requirement in Chapter 541, Off-Street Parking and Loading. This reduces the minimum requirement to 20 spaces. The applicant would provide a total of 63 spaces, 23 of which are for the new addition. At least one accessible space must be provided in the new surface parking lot as well as in the enclosed parking garage. The required accessible spaces would be provided.

Maximum automobile parking requirement: The maximum parking requirement for offices is equal to one space per 200 square feet of GFA. With a proposed GFA of 17,685 square feet, the maximum requirement is 88 spaces. In the PO overlay district, the maximum parking requirement is 75 percent of the maximum requirement in Chapter 541, Off-Street Parking and Loading. This reduces the maximum requirement to 66 spaces. A total of 63 spaces would be provided.

Bicycle parking requirement: For offices, the minimum requirement is 3 spaces or 1 space per 15,000 square feet of gross floor area, whichever is greater. Therefore 3 spaces are required. Not less than 50 percent of the required bicycle parking must meet the standards for long-term parking. All required bicycle parking spaces must be accessible without moving another bicycle and its placement shall not result in a bicycle obstructing a required walkway. Bicycle racks shall be installed to the manufacturer's specifications, including the minimum recommended distance from other structures. In addition, short term spaces must be located in a convenient and visible area within 50 feet of a principal entrance and must permit the locking of the bicycle frame and one wheel to the rack and must support a bicycle in a stable position without damage to the wheels, frames or components. Required spaces that are not long-term need to comply with the short-term requirements. The applicant would provide 6 bicycle spaces that comply with the standards for required long-term bicycle parking in the lower level of the parking addition.

Loading: For offices with 10,000 to 20,000 square feet of GFA, one small loading space (10 feet wide by 25 feet deep) is required. One small loading space is proposed.

Proposed Lot Area: The lot area of 1307 Glenwood Avenue is 14,755 square feet. The lot area of 1307 Glenwood Avenue is 30,236 square feet. The combined lot area is equal to 44,991 square feet.

Maximum Floor Area Ratio: The maximum FAR allowed in the C2 District is 1.7. In the C2 district, all commercial uses are limited to a maximum gross floor area of 30,000 square feet. The floor area of the existing building is 7,311 square feet. The proposed floor area of the addition is 9,634 square feet. The building would have a total of 16,945 square feet, which is an FAR of 0.377.

Building Height: The maximum height allowed in the C2 district is 4 stories¹ or 56 feet, whichever is less. The existing building and the proposed building addition are one story. The addition would be 16.5 feet in height.

¹ 520.160 Definitions: *Story.* That portion of a building included between the upper surface of any floor and the upper surface of the floor next above, or fourteen (14) feet, whichever is less, except that the topmost story shall be that portion of a building included between the upper surface of the topmost floor and the ceiling or roof above. Where a portion of a building included between the upper surface of any floor and the upper surface of the floor next above exceeds fourteen

Yard Requirements: In the C2 district, yards are not required unless adjacent to a residence or office residence district or permitted or conditional residential use. The new construction would not be adjacent to any residential uses or residence or office residence districts.

Specific Development Standards: Not applicable.

PO Pedestrian Oriented Overlay District Standards: The following standards apply to this development:

- Drive-through facilities, automobile services uses, transportation uses are prohibited. These uses are not proposed.
- The first floor of the building must be located within eight feet of a lot line adjacent to a street unless a greater yard is required with amenities between the building and adjacent lot lines. The proposed entry lobby/pedestrian link between the existing building and new office addition would be setback 57 to 76 feet from Glenwood Avenue. Where the second entrance facing Glenwood Avenue on the addition is located, the building wall would be setback 9 to 14.5 feet from the street. The west wall of the addition would be set back 113 feet from Humboldt Avenue North. The rest of the addition would be setback 7 feet from Glenwood Avenue and 0 to 3 feet from Girard Avenue North. A new 8-space surface parking lot is proposed between the existing building and Girard Avenue North. A variance of this overlay district standard is required.
- Amenities are required between the building and lot lines adjacent to a street. Where the building addition would not be built up to the street, the applicant would provide landscaping and walkways. Although parking would be located between the addition and Humboldt Avenue North, the parking lot is an existing condition.
- At least one principal entrance must face the street. The existing building has an entrance facing Glenwood Avenue that will remain. On the addition, two principal entrances would face Glenwood Avenue.
- At least 40 percent of the first floor façade of any nonresidential use that faces a public street or sidewalk must be windows or doors of clear or lightly tinted glass that allows views into and out of the building at eye level. Windows must be distributed in a more or less even manner. Required windows are measured between two and 10 feet above the finished level of the floor. Nearly 52 percent of the wall facing Glenwood Avenue and 50 percent of the wall facing Girard Avenue North would be windows. Although 89.3 percent of the wall facing Humboldt Avenue North would be windows, most of the windows would be covered by a perforated metal solar screen. Windows covered with screens do not meet the intent of the ordinance; therefore, at least 150 square feet of the windows cannot be covered by the screens. The proposed windows would be

(14) feet in height, each fourteen (14) feet or fraction thereof is considered a story except that the first story may be up to twenty (20) feet in height for all buildings other than single and two-family dwellings and multiple-family dwellings having three (3) or four (4) dwelling units. If the finished floor surface directly above a basement, cellar or unused under floor space is more than six (6) feet above grade, for more than fifty (50) percent of the total perimeter, or is more than twelve (12) feet above grade at any point, such basement, cellar or unused under floor space shall be considered a story.

more or less evenly distributed. The applicant has indicated that the windows would be lightly tinted.

- Awnings and canopies are encouraged, but backlit awnings and canopies are prohibited. Recesses in the building wall would act like awnings.
- Pole signs, backlit awning and canopy signs, and backlit insertable panel projecting signs are prohibited. These types of signs are not proposed.
- Accessory parking is required to be located at the rear or interior of the site, within the building, or entirely below grade. Some parking would be located within the new addition. A new 8-space surface parking lot would be located at the interior of the site, but would be located between the existing building and Girard Avenue North.
- Parking lots are limited to 60 feet of street frontage. The proposed width of the new 8-space parking lot is 42 feet. However, it will be adjacent to a 57 foot wide parking lot on the same zoning lot. The combined frontage of these parking lots along Girard Avenue North is 102 feet, including a retaining wall structure and fence in between each parking lot. A variance of this overlay district standard is required.
- The driveway width for all parking facilities cannot exceed 20 feet of street frontage. The proposed driveway on Girard Avenue North would be 18 feet wide.

Signs: The applicant has indicated that no new signage is proposed. Any new signage will require Zoning Office review, approval, and permits.

Refuse screening: Refuse storage containers are required to be effectively screened from streets and residences by screening compatible with the principal structure and not less than two feet higher than the refuse container. The site plan indicates that the refuse container for the addition will be located in the new surface parking area and will be screened by a 6 foot high wood fence.

Screening of mechanical equipment: Mechanical equipment must be screened as required by section 535.70 (below).

535.70. Screening of mechanical equipment. (a) *In general.* All mechanical equipment installed on or adjacent to structures shall be arranged so as to minimize visual impact using one (1) of the following methods. All screening shall be kept in good repair and in a proper state of maintenance.

- (1) *Screened by another structure.* Mechanical equipment installed on or adjacent to a structure may be screened by a fence, wall or similar structure. Such screening structure shall comply with the following standards:
 - a. The required screening shall be permanently attached to the structure or the ground and shall conform to all applicable building code requirements.
 - b. The required screening shall be constructed with materials that are architecturally compatible with the structure.
 - c. Off-premise advertising signs and billboards shall not be considered required screening.

- (2) *Screened by vegetation.* Mechanical equipment installed adjacent to the structure served may be screened by hedges, bushes or similar vegetation.
 - (3) *Screened by the structure it serves.* Mechanical equipment on or adjacent to a structure may be screened by a parapet or wall of sufficient height, built as an integral part of the structure.
 - (4) *Designed as an integral part of the structure.* If screening is impractical, mechanical equipment may be designed so that it is balanced and integrated with respect to the design of the building.
- (b) *Exceptions.* The following mechanical equipment shall be exempt from the screening requirements of this section:
- (1) Minor equipment not exceeding one (1) foot in height.
 - (2) Mechanical equipment accessory to a single or two-family dwelling.
 - (3) Mechanical equipment located in an I2 or I3 District not less than three hundred (300) feet from a residence or office residence district.

Lighting: Existing and proposed lighting must comply with Chapter 535 and Chapter 541 of the zoning code including:

- 535.590. Lighting.** (a) *In general.* No use or structure shall be operated or occupied as to create light or glare in such an amount or to such a degree or intensity as to constitute a hazardous condition, or as to unreasonably interfere with the use and enjoyment of property by any person of normal sensitivities, or otherwise as to create a public nuisance.
- (b) *Specific standards.* All uses shall comply with the following standards except as otherwise provided in this section:
- (1) Lighting fixtures shall be effectively arranged so as not to directly or indirectly cause illumination or glare in excess of one-half (1/2) footcandle measured at the closest property line of any permitted or conditional residential use, and five (5) footcandles measured at the street curb line or nonresidential property line nearest the light source.
 - (2) Lighting fixtures shall not exceed two thousand (2,000) lumens (equivalent to a one hundred fifty (150) watt incandescent bulb) unless of a cutoff type that shields the light source from an observer at the closest property line of any permitted or conditional residential use.
 - (3) Lighting shall not create a sensation of brightness that is substantially greater than ambient lighting conditions as to cause annoyance, discomfort or decreased visual performance or visibility to a person of normal sensitivities when viewed from any permitted or conditional residential use.
 - (4) Lighting shall not create a hazard for vehicular or pedestrian traffic.
 - (5) Lighting of building facades or roofs shall be located, aimed and shielded so that light is directed only onto the facade or roof.

MINNEAPOLIS PLAN: The proposed development would be consistent with the applicable policies of the comprehensive plan and small area plan. The *Minneapolis Plan for Sustainable Growth* designates the future land use for this site as mixed use. Adjacent to this site, Glenwood Avenue is

designated as a commercial corridor. The subject site is just outside of the Glenwood Avenue and Van White Boulevard neighborhood commercial node. According to the principles and policies outlined in the plan, the following apply to this proposal:

From the Land Use Chapter:

Policy 1.3: Ensure that development plans incorporate appropriate transportation access and facilities, particularly for bicycle, pedestrian, and transit.

- 1.3.1 Require safe, convenient, and direct pedestrian connections between principal building entrances and the public right-of-way in all new development and, where practical, in conjunction with renovation and expansion of existing buildings.
- 1.3.2 Ensure the provision of high quality transit, bicycle, and pedestrian access to and within designated land use features.

Policy 1.4: Develop and maintain strong and successful commercial and mixed use areas with a wide range of character and functions to serve the needs of current and future users.

- 1.4.1 Support a variety of commercial districts and corridors of varying size, intensity of development, mix of uses, and market served.
- 1.4.4 Continue to encourage principles of traditional urban design including site layout that screens off-street parking and loading, buildings that reinforce the street wall, principal entrances that face the public sidewalks, and windows that provide “eyes on the street”.

Policy 1.10: Support development along Commercial Corridors that enhances the street’s character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

- 1.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and clean low-impact light industrial – where compatible with the existing and desired character.

From the Urban Design Chapter:

Policy 10.10: Support urban design standards that emphasize a traditional urban form in commercial areas.

- 10.10.1 Enhance the city's commercial districts by encouraging appropriate building forms and designs, historic preservation objectives, site plans that enhance the pedestrian environment, and by maintaining high quality four season public spaces and infrastructure.
- 10.10.4 Orient new buildings to the street to foster safe and successful commercial nodes and corridors.
- 10.10.6 Require storefront window transparency to assure both natural surveillance and an inviting pedestrian experience.

Policy 10.18: Reduce the visual impact of automobile parking facilities.

- 10.18.1 Require that parking lots meet or exceed the landscaping and screening requirements of the zoning code, especially along transit corridors, adjacent to residential areas, and areas of transition between land uses.
- 10.18.2 Parking lots should maintain the existing street face in developed areas and establish them in undeveloped areas through the use of fencing, walls, landscaping or a combination thereof along property lines.
- 10.18.3 Locate parking lots to the rear or interior of the site.

Policy 10.19: Landscaping is encouraged in order to complement the scale of the site and its surroundings, enhance the built environment, create and define public and private spaces, buffer and screen, incorporate crime prevention principles, and provide shade, aesthetic appeal, and environmental benefits.

- 10.19.1 In general, larger, well-placed, contiguous planting areas that create and define public and private spaces shall be preferred to smaller, disconnected areas.
- 10.19.2 Plant and tree types should complement the surrounding area and should include a variety of species throughout the site that include seasonal interest. Species should be indigenous or proven adaptable to the local climate and should not be invasive on native species.
- 10.19.3 Landscaped areas should include plant and tree types that address ecological function, including the interception and filtration of stormwater, reduction of the urban heat island effect, and preservation and restoration of natural amenities.
- 10.19.4 Landscaped areas should be maintained in accordance with Crime Prevention Through Environmental Design (CPTED) principles, to allow views into and out of the site, to preserve view corridors and to maintain sight lines at vehicular and pedestrian intersections.

The *Bassett Creek Valley Master Plan* was adopted in 2007. In the plan, commercial uses, with mixed use development preferred, are identified as appropriate uses for this site. The plan regards Glenwood Avenue as the primary neighborhood gateway to downtown Minneapolis and envisions it as a vibrant commercial corridor. The plan’s design guidelines are based on types of street frontages. For this site, Store Front guidelines apply along Glenwood Avenue and Store Front and Parking Lot guidelines apply along Girard Avenue and Humboldt Avenue. The table below includes applicable guidelines for each of these frontage types. Structured parking over surface parking is also encouraged by the plan.

Store front	Parking lot
<ul style="list-style-type: none"> • Building uses support sidewalk life • Zero building setback • Human scale building fronts • Diversity of building fronts • Pedestrian scale lighting • Awnings as sidewalk roof • At grade entry • Retail on ground floor • Plenty of display windows 	<ul style="list-style-type: none"> • Human scale to dimensions • Pedestrian scale lighting • Located to side or rear of building - not in front • Landscaped walkways to building entries • Landscaped buffer along sidewalk to separate vehicles and pedestrians • Trees to provide shade • Vegetated areas infiltrate stormwater runoff

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.**

Alternative compliance is requested by the applicant to meet the following standards:

Building wall within 8 feet of a street and parking between the building and a street

Portions of the building addition would be located more than 8 feet from the lot lines adjacent to Humboldt Avenue and Glenwood Avenue. Parking is also proposed between the existing building and Girard Avenue. For the same reasons discussed in the findings for the variance of the PO Pedestrian Oriented Overlay District building placement standards, staff is recommending that the planning commission grant alternative compliance.

Blank walls exceeding 25 feet in width

The lower, parking level of the addition would have blank, uninterrupted walls without architectural elements exceeding 25 feet in width on the south and east elevations.

- *South wall:* The area to the east of the garage door would be blank for 32.5 feet. This wall is adjacent to enclosed parking and faces the surface parking area. It would not be impractical to provide additional architectural elements; however, columnar plantings or a green screen could be used to lessen the visibility of the wall instead of adding architectural elements. Staff is recommending that the planning commission require the applicant to provide additional architectural elements on this wall or to provide columnar plantings or a green screen adjacent to the wall.
- *East wall:* The lower, parking level wall would not have sufficient architectural detail for the full length of the east elevation (86 feet). The wall would be adjacent to a storage room, stairwell, and exit corridor and it would be built up to the lot line adjacent to Girard Avenue. It would not be impractical to provide additional architectural elements. Staff is recommending that the planning commission not grant alternative compliance.

Minimum window requirements

Each exterior wall of the addition faces a street or parking area and is therefore subject to the minimum window requirements. Thirty percent of the building addition walls, measured between 2 and 10 feet above the adjacent grade, are required to be windows. The bottom of any window used to satisfy the window requirements cannot be more than 4 feet above the adjacent grade. The amount of required and proposed windows, measured between 2 and 10 feet above the adjacent grade, on the building addition is identified in the following tables.

<i>Wall</i>	<i>Required area (sq. ft.)</i>	<i>Proposed area (sq. ft.)</i>	<i>Percentage of wall area</i>
North (Glenwood Ave)	280.8	329	35.1%
South (parking lot)	271.2	28	3.1%
East (Girard Ave)	206.4	123	17.9%

- *North elevation:* Although more than 30 percent of the wall in the indicated area would be windows, the bottom of all of these windows would not be within 4 feet of the adjacent grade. Along Glenwood Avenue, the grade changes 8 feet on this site. Because of the grade change, more of the parking level is exposed. On this building elevation, more than 50 percent of the first floor

wall would be windows. For these reasons, staff is recommending that the planning commission grant alternative compliance.

- *South elevation:* The south elevation would face the proposed parking lot. Because of the significant grade changes on the site, the lower parking level would be fully exposed on this elevation. Requiring additional windows in a parking garage would provide little opportunity to increase natural surveillance of the parking lot. On the upper level of the addition, the applicant is proposing a glass curtain wall that extends the width of the addition. A perforated metal solar screen would cover most of the windows; however, 13.8 percent of the wall area would contain unobstructed windows that would provide views of the parking lot. The east wall of the existing building also contains a fair amount of windows that would allow additional views to the parking lot. For these reasons, staff is recommending that the planning commission grant alternative compliance.
- *East elevation:* Although 50 percent of the first floor wall would be windows, none of the bottom of the windows would be within 4 feet of the adjacent grade. At the northeast corner of the site, the first floor of the addition would be 6 feet above grade. Along Girard Avenue, the grade continues to slope down as one moves south. On the lower level, a storage room, stairwell, and exit corridor would be adjacent to the east building wall. This lower level wall also contains insufficient architectural detail. Providing some windows is a way to provide additional architectural elements and would not be impractical adjacent to the stairwell and exit corridor spaces. With the amount of windows proposed on the first floor, some reduction in the requirements between 2 and 10 feet can be supported. Therefore, staff is recommending that the planning commission require not less than 10 percent of the wall area measured between 2 and 10 feet above the adjacent grade to be windows where the bottom of each window within this area is not more than 4 feet above the adjacent grade (this would equate to 70 square feet of additional windows).

Minimum shrub requirement

The zoning code requires at least one canopy tree for each 500 square feet of required green space and at least one shrub for each 100 square feet of required green space. The tree and shrub requirement for this site is 12 and 56 respectively. A total of 26 canopy trees would be provided on-site. Ten shrubs exist. No additional shrubs are proposed. The applicant is proposing to plant decorative grasses in the new planting beds. The majority of the planting beds elsewhere on the site also have decorative grasses. For these reasons, staff is recommending that the planning commission grant alternative compliance.

RECOMMENDATIONS

Recommendation of the Department of Community Planning and Economic Development for the Variance:

The Department of Community Planning and Economic Development recommends that the City Planning Commission adopt the above findings and **approve** the variance of the PO overlay district building placement standards to allow part of the first floor of the addition to be setback more than 8 feet from Glenwood Avenue and Humboldt Avenue North and to allow parking between the building and Girard Avenue North for the property located at 1307-1315 Glenwood Avenue.

Recommendation of the Department of Community Planning and Economic Development for the Variance:

The Department of Community Planning and Economic Development recommends that the City Planning Commission adopt the above findings and **approve** the variance of the PO overlay district standard limiting parking lot width to not more than 60 feet of street frontage to allow 102 feet of parking lot frontage on Girard Avenue North for the property located at 1307-1315 Glenwood Avenue.

Recommendation of the Department of Community Planning and Economic Development for the Site Plan Review:

The Department of Community Planning and Economic Development recommends that the City Planning Commission adopt the above findings and **approve** the application for a site plan review to allow a building addition for the property located at 1307-1315 Glenwood Avenue, subject to the following conditions:

1. On the lower level of the south building wall, additional architectural elements shall be provided to the east of the garage door or columnar plantings or a green screen adjacent to the wall shall be provided to prevent a blank wall without architectural elements that exceeds 25 feet in width as required by section 530.120 of the zoning code.
2. Architectural elements shall be provided on the east wall of the building addition's lower level to prevent blank, uninterrupted walls exceeding 25 feet in width that do not include sufficient architectural elements as required by section 530.120 of the zoning code.
3. At least 10 percent of the building wall facing Girard Avenue, as measured between 2 and 10 feet above the adjacent grade, shall be windows that allow views into and out of the building. The bottom of these windows shall be within 4 feet of the adjacent grade as required by section 530.120 of the zoning code.
4. At least 150 square feet of windows on the west elevation facing the parking lot and Humboldt Avenue shall be unobstructed by screens as required by section 551.120 of the zoning code.
5. CPED staff review and approval of the final site, landscaping, floor and building elevation plans.
6. All site improvements shall be completed by March 25, 2015, unless extended by the Zoning Administrator, or the permit may be revoked for noncompliance.

Attachments:

1. PDR report
2. Applicant's statement of use and responses to findings
3. Zoning map
4. Plans
5. Photos