

Department of Community Planning and Economic Development – Planning Division
Rezoning, Conditional Use Permit and Site Plan Review
BZZ-2116

Date: January 10, 2005

Applicant: John Plifka on behalf of the Minneapolis Public Housing Authority

Address of Property: 3824 West 44th Street

Project Name: Linden Hill Townhomes

Contact Person and Phone: John Plifka, (612) 342-1490

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

Date Application Deemed Complete: December 13, 2004

End of 60-Day Decision Period: February 11, 2005

End of 120-Day Decision Period: Not applicable

Ward: 13 **Neighborhood Organization:** Linden Hills Neighborhood Council

Existing Zoning: R1A, Single-family District

Proposed Zoning: R4, Multiple-family District

Zoning Plate Number: 29

Legal Description: All of Lots 20, 21 and 22 and the East 5.64 feet of Lot 19, Block 11, Waveland Park, according to the recorded plat thereof, and situate in Hennepin County, Minnesota.

Proposed Use: five-unit townhouse development

Concurrent Review:

Rezoning: petition to change the zoning classification for the subject property from R1A to R4 and to remove the TP (Transitional Parking) Overlay, in order to allow a five-unit townhouse development.

Conditional use permit: for a five-unit townhouse development.

Site plan review.

Applicable zoning code provisions: Chapter 525, Article VI, Zoning Amendments, Chapter 525, Article VII, Conditional Use Permits and Chapter 530, Site Plan Review.

Background: The site located at 3824 West 44th Street has most recently been used as a Metro Transit park and ride. The applicant is proposing to convert the site from a parking lot to a five-unit, two-story

townhouse development. On the north side of the property there will be a detached five-stall garage. One of the dwelling units and one of the garage stalls will be handicap accessible.

As part of the rezoning the Transitional Parking Overlay that is currently on the property is being removed as it serves no purpose once this site is developed.

REZONING - petition to change the zoning classification for the subject property from R1A to R4 and to remove the TP (Transitional Parking) Overlay, in order to allow a five-unit townhouse development

Findings as Required by the Minneapolis Zoning Code:

1. Whether the amendment is consistent with the applicable policies of the comprehensive plan.

The site is designated as transportation, communications in the comprehensive plan. In addition, the site is located on West 44th Street which is a designated Community Corridor and within the designated Morningside (West 44th Street and France Avenue South) Neighborhood Commercial Node. According to the principles and polices outlined in *The Minneapolis Plan*, the following apply to this proposal:

- Use both infill development and new development opportunities to increase housing in the city.
- Support the development of residential dwellings of appropriate form and density.
- Strengthen the character of Community Corridors by developing appropriate housing types that represent variety and a range of affordability levels.
- Promote the development of well designed moderate density residential dwellings adjacent to one or more of the following land use features: Growth Centers, Commercial Corridors, Community Corridors, Activity Centers and Neighborhood Commercial Nodes.

Constructing five dwelling units on the site would be in conformance with the foregoing policies of the comprehensive plan. The site is located on a Community Corridor and within a Neighborhood Commercial Node where the plan calls for moderate-density housing to be located.

2. Whether the amendment is in the public interest and is not solely for the interest of a single property owner.

The amendment will allow the property owner to construct a five-unit townhouse development. City stakeholders have identified West 44th Street as a Community Corridor and the intersection of West 44th Street and France Avenue South as a Neighborhood Commercial Node. Approving this rezoning supports the City's decision to add housing along Community Corridors and near Neighborhood Commercial Nodes.

3. Whether the existing uses of property and the zoning classification of property within the general area of the property in question are compatible with the proposed zoning classification, where the amendment is to change the zoning classification of particular property.

The Planning Division believes that it would be appropriate to rezone this property to R4 as it is located on a designated Community Corridor and within a designated Neighborhood Commercial Node. The site is bordered by R1A zoning to the west, north and east and by C2 zoning to the south. Surrounding uses include a mixture of single and two-family dwellings, multiple-family dwellings and a variety of commercial uses.

4. Whether there are reasonable uses of the property in question permitted under the existing zoning classification, where the amendment is to change the zoning classification of particular property.

There are reasonable uses of the property permitted under the R1A zoning district. The R1A zoning district is a single-family district. Permitted uses in the R1A district include, but are not limited to, the following:

- Single-family dwelling.
- Community residential facility serving six (6) or fewer persons.
- Community garden.
- Park, public.
- Place of assembly.

5. Whether there has been a change in the character or trend of development in the general area of the property in question, which has taken place since such property was placed in its present zoning classification, where the amendment is to change the zoning classification of particular property.

Within this area of Minneapolis there has not been a change in zoning or in the type of development.

CONDITIONAL USE PERMIT – for a five-unit townhouse development

Findings as Required by the Minneapolis Zoning Code:

The Department of Community Planning and Economic Development – Planning Division has analyzed the application and from the findings above concludes that the establishment, maintenance, or operation of the proposed conditional use:

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

The Planning Division does not believe that a five-unit townhouse development will be detrimental to or endanger the public health, safety, morals, comfort or general welfare.

2. Will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal or orderly development and improvement of surrounding property for uses permitted in the district.

The Planning Division does not believe that a five-unit townhouse development will be injurious to the use and enjoyment of surrounding property nor will it impede the normal development of the surrounding area. Utilizing the site for a residential development would provide additional opportunities for housing within the neighborhood. A development such as this would increase the property's value, contribute to the building of the city's infrastructure and contribute to the city's tax base.

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

The applicant will be working closely with the Public Works Department, the Plan Review Section of the Inspections Department and the various utility companies during the duration of the development to ensure that all procedures are followed in order to comply with city and other applicable requirements.

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

The parking requirement for the development is one parking space per dwelling unit, or five parking spaces. The applicant is providing a total of eight parking spaces on the site. Five of the parking spaces will be located in a garage located on the north side of the property and the remaining three parking spaces will be surface parking spaces located next to the garage.

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

See rezoning finding number one above.

6. And, does in all other respects conform to the applicable regulations of the district in which it is located upon approval of this conditional use permit.

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

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. (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 FACADE

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

COMMUNITY PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT – PLANNING DIVISION RESPONSE

- This development reinforces the street wall, maximizes natural surveillance and facilitates pedestrian access. The building is set close to the property lines, there are entrances and exits at street level that can be accessed by residents and guests and there are large windows where people can see in and out along all levels of the building.
- The building is setback 15 feet from the front property line along West 44th Street which is the required front yard setback in the R4 zoning district. There will be landscaping located in the area between the building and the front property line.
- Each of the five townhouses has an individual entrance that faces West 44th Street. The entrances are setback 17 feet from the front property line along West 44th Street.
- The exterior materials of the building include brick and siding. The Planning Division believes that the proposed materials will compliment other buildings in the area.
- The percentage of windows and/or doors required on the West 44th Street side of the building is 20 percent. According to the submitted drawings, there will be more than 20 percent windows and/or doors on the West 44th Street side of the building.

ACCESS AND CIRCULATION

- Clear and well-lighted walkways of at least four (4) feet in width shall connect building entrances to the adjacent public sidewalk and to any parking facilities located on the site.
- Transit shelters shall be well lighted, weather protected and shall be placed in locations that promote security.
- Vehicular access and circulation shall be designed to minimize conflicts with pedestrian traffic and surrounding residential uses.
- Traffic shall be directed to minimize impact upon residential properties and shall be subject to section 530.140 (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.

COMMUNITY PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT – PLANNING DIVISION RESPONSE

- All five of the individual entrances are connected to the public sidewalk via an individual walkway.
- The Public Works Department has reviewed and approved the vehicular access and circulation plan provided by the applicant.
- Snow will be stored on the site.

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.

COMMUNITY PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT – PLANNING DIVISION RESPONSE

- The applicant has indicated that approximately 50 percent of the site not occupied by the building will be landscaped. The landscaping requirement for this development is 2 trees and 11 shrubs. According to the submitted drawings, there will be a total of 10 trees and 78 shrubs.
- The applicant is proposing to install a six-foot high decorative metal fence along the west, south and east property lines. Fences located in required front yards cannot exceed four feet in height without a variance. Staff is recommending that the applicant work with staff to develop a fence plan that meets the standards of the zoning code.

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.

COMMUNITY PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT – PLANNING DIVISION RESPONSE

- A lighting plan showing footcandles was not submitted as part of the application. The Planning Division is recommending that a lighting plan showing footcandles be submitted as part of the final plans.
- This development should not block views of important elements within the city.
- This development should not cast shadows on surrounding properties.
- This development should not contribute to groundlevel winds.
- The Crime Prevention Specialist has reviewed and approved the project in regards to crime prevention design elements.
- The site is not historic.

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

ZONING CODE

See conditional use permit finding number six above.

THE MINNEAPOLIS PLAN

The site is designated as transportation, communications in the comprehensive plan. In addition, the site is located on West 44th Street which is a designated Community Corridor and within the designated Morningside (West 44th Street and France Avenue South) Neighborhood Commercial Node. According to the principles and polices outlined in *The Minneapolis Plan*, the following apply to this proposal:

- Encourage private developers to include gathering spaces in new developments.
- Encourage the design of all new buildings to fulfill light, privacy and view requirements for the subject building as well as for adjacent buildings.
- Reflect the setbacks, orientation, pattern, materials, height and scale of surrounding dwellings.

The Planning Division believes that after the fence plan is prepared that the site plan will be in conformance with the foregoing policies of the comprehensive plan. The applicant is providing an outdoor recreation area for the residents of the development, the building reflects the setback of the adjacent building and the scale and height of the development is similar to other developments in the area.

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

There are no small area plans adopted by the city for this particular location.

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.

COMMUNITY PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT – PLANNING DIVISION RESPONSE

- Alternative compliance is not warranted for this development.

RECOMMENDATIONS

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

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission and the City Council adopt the above findings and **approve** the rezoning petition to change the zoning classification for the subject property from R1A to R4 and to remove the TP (Transitional Parking) Overlay, in order to allow a five-unit townhouse development for the property located at 3824 West 44th Street.

Recommendation of the Department of Community Planning and Economic Development – Planning Division for the conditional use permit:

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the conditional use permit application for a five-unit townhouse development located at 3824 West 44th Street subject to the following conditions:

1. There shall be no more than five dwelling units located on the site.

Recommendation of the Department of Community Planning and Economic Development – Planning Division for the site plan review:

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission adopt the findings above and **approve** the site plan review application for a five-unit townhouse development located at 3824 West 44th Street subject to the following conditions:

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1. The decorative metal fence shall not exceed four feet in height in the front yard.
2. The applicant shall work with staff to develop a fence plan that meets the standards of the zoning code.
3. A lighting plan showing footcandles shall be submitted as part of the final plans.
4. Approval of the final site, landscaping, fence and elevation plans by the Community Planning and Economic Development Department – Planning Division.
5. All site improvements shall be completed by January 10, 2006, unless extended by the Zoning Administrator, or the permit may be revoked for non-compliance.
6. If estimated site improvement costs exceed \$2,000, the applicant shall submit a performance bond in the amount of 125% of the estimated site improvement costs before exterior building permits are issued.

Attachments:

1. Statement of proposed use
2. Conditional use permit findings
3. Zoning Map
4. Site plan, floor plans and elevations
5. Photographs of the site and surrounding area