

Department of Community Planning and Economic Development - Planning Division
Site Plan Review
BZZ-4235

Date: November 3, 2008

Applicant: Glen McGregor

Address of Property: 1132 Central Avenue NE

Contact Person and Phone: Martin Woody, Martin Woody Architects (952) 446-9991

Planning Staff and Phone: Kimberly Holien (612) 673-2402

Date Application Deemed Complete: October 6, 2008

End of 60 Day Decision Period: December 5, 2008

Ward: 1 **Neighborhood Organization:** Logan Park (adjacent to Northeast Park)

Existing Zoning: I2 Medium Industrial District and Industrial Living Overlay District

Proposed Zoning: Not applicable for this application.

Zoning Plate Number: 10

Legal Description: Not applicable for this application.

Proposed Use: Medical Clinic

Concurrent Review:

Site Plan Review: For 1,963 square foot building addition.

Applicable zoning code provisions: Chapter 530, Site Plan Review

Background: The site is 23,692 square feet in area and currently contains an 8,677 square foot building with two accessory garages. As part of the project, the applicant is proposing to remove both garages, construct two building additions totaling 1,963 square feet, modify the existing building exterior and improve the existing gravel parking lot. The site is proposed to be occupied by Specialized Treatment Services, Inc., a chemical dependency treatment clinic.

The site is bordered by railroad right-of-way to the west, an industrial warehouse use across 12th Avenue to the north, an industrial manufacturing use across Central Avenue to the east and Broadway Avenue to the south. The buildings on the subject site are currently vacant.

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SITE PLAN REVIEW

Findings as required by the Minneapolis Zoning Code for the site plan review:

- A. The site plan conforms to all applicable standards of Chapter 530, Site Plan Review. (See Section A Below for Evaluation.)**

- B. The site plan conforms to all applicable regulations of the zoning ordinance and is consistent with applicable policies of the comprehensive plan and applicable small area plans adopted by the city council. (See Section B Below for Evaluation.)**

Section A: Conformance with Chapter 530 of Zoning Code

BUILDING PLACEMENT AND 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 and windows:
 - Residential uses:

Principal entrances shall be clearly defined and emphasized through the use of architectural features such as porches and roofs or other details that express the importance of the entrance. Multiple entrances shall be encouraged. Twenty (20) percent of the walls on the first floor and ten (10) percent of the walls on each floor above the first that face a public street, public sidewalk, public pathway, or on-site parking lot, shall be windows as follows:

 - a. Windows shall be vertical in proportion.
 - b. Windows shall be distributed in a more or less even manner.
 - Nonresidential uses:

Principal entrances shall be clearly defined and emphasized through the use of architectural features such as roofs or other details that express the importance of the entrance. Multiple entrances shall be encouraged. Thirty (30) percent of the walls on the first floor and ten (10) percent of the walls on

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each floor above the first that face a public street, public sidewalk, public pathway, or on-site parking lot, shall be windows as follows:

- a. Windows shall be vertical in proportion.
- b. Windows shall be distributed in a more or less even manner.
- c. The bottom of any window used to satisfy the ground floor window requirement may not be more than four (4) feet above the adjacent grade.
- d. First floor or ground floor windows shall have clear or lightly tinted glass with a visible light transmittance ratio of 0.6 or higher.
- e. First floor or ground floor windows shall allow views into and out of the building at eye level. Shelving, mechanical equipment or other similar fixtures shall not block views into and out of the building in the area between four (4) and seven (7) feet above the adjacent grade. However, window area in excess of the minimum required area shall not be required to allow views into and out of the building.
- f. Industrial uses in Table 550-1, Principal Industrial Uses in the Industrial Districts, may provide less than thirty (30) percent windows on the walls that face an on-site parking lot, provided the parking lot is not located between the building and a public street, public sidewalk or public pathway.

Minimum window area shall be measured as indicated in section 530.20 of the zoning code.

- The form and pitch of roof lines shall be similar to surrounding buildings.
- Parking Garages: The exterior design shall ensure that sloped floors do not dominate the appearance of the walls and that vehicles are screened from view. At least thirty (30) percent of the first floor building wall that faces a public street, public sidewalk or public pathway shall be occupied by active uses, or shall be designed with architectural detail or windows, including display windows, that create visual interest.

Conformance with above requirements:

The building is located in the northeast corner of the site, fronting along 12th Avenue NE and Central Avenue NE. Along 12th Avenue NE, the building is setback a maximum of two feet from the property line, with landscaping between the building and the public sidewalk. Along Central Avenue NE, the building is setback a maximum of six feet from the property line. A principal entrance for the building faces Central Avenue NE with two additional entrances located on the south side of the building. The parking and loading areas are located to the south of the building. The east building entrance, adjacent to Central Avenue NE, is not clearly defined or emphasized. Staff recommends that a metal awning or other feature be added to draw attention to this public entrance.

The existing building is constructed of plain face CMU painted white. The building additions are both proposed to be constructed of plain face CMU, painted to match the existing. While this is a durable material, plain face concrete block is prohibited as an exterior material when facing a public street. The applicant is requesting alternative compliance to allow plain face CMU, due to the fact that the existing building utilizes it as the primary exterior material. A 12-foot retaining wall is located along Central Avenue NE, extending to a point 42 feet south of the intersection of Central Avenue NE and 12th Avenue NE. The location of the retaining wall makes a majority of the east building elevation below grade and not visible from the public street. Due to the fact that the existing building utilizes plain face block as the primary exterior material, staff finds that alternative compliance is appropriate.

The applicant is requesting alternative compliance for the requirement prohibiting blank, uninterrupted walls that do not include windows, entries, recesses, or projections, or other architectural elements in excess of 25 feet. Specifically, alternative compliance is requested for the south building elevation. The blank wall in this location is an existing condition. Therefore, staff recommends that alternative compliance be granted to allow a blank wall in excess of 25 feet.

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The applicant is also requesting alternative compliance for the window requirements of the site plan chapter; 30 percent on the first floors facing the street and 10 percent on the second floors facing the street. For the west elevation, a total of 13.6 percent window coverage is proposed for the first floor. The applicant is removing glass block in five of the existing windows and replacing it with insulated glass on this façade, thus increasing the existing glass coverage. The east elevation, visible from Central Avenue NE, contains 6.7 percent glass on the first floor as an existing condition. The south elevation contains a total of 8.9 percent glass on the first floor, with 28 percent proposed in the new addition portion only. The second floor of the south elevation contains 10.4 percent glass overall, in compliance with the minimum requirement. Staff recommends granting alternative compliance for the minimum window requirements, due to the fact the building is existing and the overall glass coverage is being increased as part of the project.

The north elevation, visible from 12th Avenue NE, contains 26.7 percent glass on the first floor as an existing condition. The second floor is proposed to contain 11.1 percent glass coverage. The north elevation of the new building addition proposes approximately 10 percent glass coverage overall. Due to the grade on this side of the building, a portion of the first floor is visible, and no windows are proposed. Staff recommends granting alternative compliance, on the condition that the applicant provides additional windows on the second floor to achieve no less than 30 percent window coverage on the total north elevation of the addition. The length of said windows shall be increased to mirror those on the remainder of the second floor of the north elevation.

First floor or ground floor windows shall be required to have clear or lightly tinted glass and 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

The structure has a flat roof similar to other structures in the area.

No parking garages are proposed for the site.

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:

The entrances to the buildings open onto the parking area to the south of the building and to the public sidewalk on Central Avenue NE. The entrances are connected to the parking facility by a walkway that is six feet in width. The applicant is proposing to construct a public sidewalk a minimum of 5.5 feet in width in the right-of-way adjacent to 12th Avenue NE to satisfy a recommendation in the PDR report (attached). A landscaped boulevard has been provided between the sidewalk and the public street.

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There are no transit shelters or alleys on the site and there are no adjacent residential properties.

Access into the site is shown from 12th Avenue NE. Public Works and the Fire Department have reviewed the site plan for access and circulation and find them acceptable as outlined in the PDR report (please see attached report).

There are no public alleys adjacent to the site

The site has been designed to minimize impervious surfaces and all areas that are not covered by buildings, pedestrian access, and paved areas necessary for parking, loading, and the associated maneuvering are pervious surfaces used for landscaping.

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 lot area is 23,692 square feet and the footprint of the building is approximately 7,328 square feet. Therefore, the net lot area is 16,364 square feet, of which 20 percent (3,273 square feet) is required to be landscaped. The site requires 7 overstory trees and 33 shrubs to satisfy the minimum planting requirement.

The applicant is proposing a total landscaped area of 2,705 square feet (16 percent of the unoccupied

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area) with 16 deciduous canopy trees and 47 shrubs. Three of the proposed overstory trees are located within the right-of-way on the north side of the site. The majority of the canopy tree plantings are proposed along the perimeter of the site. Alternative compliance is requested to allow a deviation from the minimum landscape area requirement. Staff does not recommend alternative compliance for this requirement, as reasonable modifications can be made to the site plan to achieve the minimum landscaped area.

In addition to the minimum planting requirements, the site plan is required to show all parking stalls within 50 feet of a deciduous tree. Several parking stalls on the west side of the site are further than 50 feet from a tree. The site plan shall be amended to have all parking spaces within 50 feet of a deciduous tree. Staff recommends that the applicant convert one of the parking stalls on the west side of the site into a landscaped island containing a canopy tree, as the site has four parking stalls in excess of the minimum requirement. Staff also recommends that the applicant install an additional landscaped island with a canopy tree in lieu of the striping on the south end of the west row of parking. Said islands shall be a minimum of seven feet in width.

A landscaped yard at least seven feet wide with plantings at least three feet in height and 60 percent opaque is required between the parking lot and Central Avenue NE. The applicant is requesting alternative compliance for this provision to allow for a landscaped yard four feet in width between the parking area and the existing retaining wall. Staff recommends granting alternative compliance for this requirement. The existing retaining wall is a minimum of 12 feet in height along the parking area, and the parking area and landscaped yard are not visible from Central Avenue NE. Modifying the site plan to provide additional landscaping would not result in a significant benefit in this location, as the retaining wall already serves as an effective buffer between the parking area and the public street.

Staff does not recommend granting alternative compliance for the 20 percent minimum landscaped area. As noted above, it is recommended that one parking stall be converted into a landscaped island, and that the striped area on the south end of the west row of parking is converted to green space as well. Furthermore, staff recommends that the two parking stalls in the southernmost portion of the site be converted to green space, as they are not needed to satisfy the minimum parking requirement. The requested modifications would add approximately 600 feet of landscaped area to the site, satisfying the minimum requirement.

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**

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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:

Curbing is shown around the surface parking area. A rain garden is proposed in the southernmost corner of the site.

The building does not block important views of the city, shadow public spaces or adjacent properties, and will not significantly generate wind currents at ground level.

The plan meets the CPTED guidelines. The site is well lit and designed with opportunities for people to observe adjacent spaces and public sidewalks. Landscaping, sidewalks and building features are designed to clearly direct pedestrian movements.

There are no historic structures on the site.

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 proposed use is a permitted use in the I2 Medium Industrial District.

Off-Street Parking and Loading: The zoning code requires one parking space for each 300 square feet of office area for clinic uses. The proposed first floor office area is 6,749 square feet and the second floor office area is 1,562 square feet, resulting in a parking requirement of 27 stalls. The remainder of the building will be utilized as storage.

The site plan proposes 31 off-street parking stalls, exceeding the minimum requirement. As stated above, staff recommends that one of the parking stalls on the west side of the site be converted to a landscaped island, and the two parking stalls in the southernmost corner of the site be converted to green space. With the requested modification, the site would remain in compliance with the minimum parking requirement for the use.

As a condition of approval, the applicant shall be required to provide one small loading space a minimum of 10 feet in width and 25 feet in length.

Maximum Floor Area: The maximum FAR in the I2 District is 2.7. The subject site is 23,692 square feet in area. With the proposed building additions, there would be 10,640 square feet of gross floor area on the lot. Therefore, the total square footage is equal to an FAR of 0.45.

Building Height: Building height in the I2 District is limited to 4 stories or 56 feet, whichever is less. The proposed building is two floors, two stories, within the parameters allowed.

Minimum Lot Area: There is no minimum lot size for this use in the I2 District.

Dwelling Units per Acre: There are no residential units proposed.

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Yard Requirements: No setbacks are required for this use in the I2 District.

Specific Development Standards: No specific development standards are applicable for this use.

Hours of Open to the Public: In the I2 District, uses may be open to the public during the following hours: Sunday through Thursday from 6:00 a.m. to 10:00 p.m. and Friday and Saturday from 6:00 a.m. to 11:00 p.m. The proposed use will comply with the required hours open to the public.

Signs: Signs are subject to 531 and 543 of the Zoning Code. All new signs are required to meet the requirements of Chapter 543 of the zoning code and permits are required from the Zoning Office. No signage has been proposed as part of the application.

Refuse storage: Section 535.80. Refuse storage containers are required to 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. The refuse containers are screened from the street as required by code. No residential uses are adjacent to the site.

Lighting: All lighting shall comply with Chapters 535 and 541 including the following standards:

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 shielded and arranged so as not to shine directly on any residential property. Lighting fixtures not of a cutoff type shall not exceed two thousand (2,000) lumens (equivalent to a one hundred fifty (150) watt incandescent bulb).
- (2) No exterior light source located on a nonresidential property shall be visible from 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 from any permitted or conditional residential use.
- (4) Lighting shall not 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.
- (5) Lighting shall not create a hazard for vehicular or pedestrian traffic.
- (6) Lighting of building facades or roofs shall be located, aimed and shielded so that light is directed only onto the facade or roof.

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MINNEAPOLIS PLAN:

The site is at the intersection of Central Avenue NE and Broadway Street NE, both of which are identified as community corridors in the *Minneapolis Plan*. In the *Minneapolis Plan for Sustainable Growth*, this designation would remain the same. According to the principals and policies outlined in the plan, the following apply to this proposal:

4.2 Minneapolis will coordinate land use and transportation planning on designated Community Corridors streets through attention to the mix and intensity of land uses, the pedestrian character and residential livability of the streets, and the type of transit service provided on these streets.

Applicable Implementation Steps:

Ensure that commercial uses do not negatively impact nearby residential areas.

Support the continued presence of small-scale retail sales and commercial services along Community Corridors.

Staff comment: The site does not border any residential uses, and the proposed clinic use is consistent with the policies of the *Minneapolis Plan*.

SMALL AREA PLANS ADOPTED BY COUNCIL:

This site is located on Central Avenue NE. The City Council approved the *Central Avenue Small Area Plan* on May 12, 2008. The plan designates the site for industrial land uses. The plan emphasizes the need for industrial land use designations for much of the area to align with the area's history as an employment area. The proposed use is consistent with these policies.

Alternative Compliance. The Planning Commission 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.**

Staff recommends granting alternative compliance for the south elevation of the building to have façades with blank walls greater than 25 feet in length, due to the fact that this is an existing condition.

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Requiring structural modifications to break up the blank wall of the existing structure is impractical. Staff recommends granting alternative compliance to allow plain face concrete block as a primary building material, as this is the primary material for the existing building and the proposed addition is designed to match the existing principal structure.

Staff recommends granting alternative compliance to allow less than 30 percent windows on the first floor of the south, north, and east facades. Again, the majority of the building is existing and the applicant is increasing the total glass coverage on the building as part of the project. Therefore, requiring additional modifications to the existing structure to further increase the total glass coverage is again impractical. Staff does not recommend granting alternative compliance to allow less than 30 percent windows in the new addition portion of the north building wall. Instead, the addition shall be modified to provide no less than 30 percent glass coverage overall.

Staff recommends granting alternative compliance to allow a landscaped yard less than seven feet in width between the parking lot and Central Avenue NE. A retaining wall a minimum of 12 feet in height is located between the parking lot and Central Avenue, serving as a buffer between the parking area and the public street. The parking and landscaping are therefore not visible from the public street. Staff does not recommend alternative compliance to allow parking stalls that are further than 50 feet from a canopy tree, or to allow less than 20 percent landscaped area on the overall site. As noted in the report, modifications can be made to achieve both of these minimum requirements, including installing additional landscaped islands and replacing the two southernmost parking stalls with green space.

RECOMMENDATIONS:

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

The Community Planning and Economic Development Department - Planning Division recommends that the City Planning Commission adopt the findings above and **approve** the site plan review for a 1,963 square foot building addition for property located at 1132 Central Avenue NE, subject to the following conditions:

- 1) CPED planning staff review and approval of the final site plan, lighting plan, landscaping plan, and signage plan before permits may be issued.
- 2) All site improvements shall be completed by November 3, 2009 (unless extended by the Zoning Administrator) or permits may be revoked for noncompliance.
- 3) A metal awning or other defining feature shall be added to emphasize the public entrance on the east side of the building, as required by section 530.120 of the zoning code.
- 4) No less than 30 percent windows shall be provided on the north elevation of the building addition. The length of said windows shall be increased to mirror those on the remainder of the second floor of the north elevation.

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- 5) One of the parking stalls proposed on the west side of the site and the striped area at the south end of the west row of parking stalls shall each be converted to a landscaped island with one canopy tree, as required by section 530.170 of the zoning code.
- 6) The two southernmost parking stalls adjacent to the snow storage area shall be converted to green space to achieve the minimum landscaped area as required in section 530.160 of the zoning code.
- 7) One small loading space a minimum of 10 feet in width and 25 feet in length shall be provided on site, in compliance with section 541.490 of the zoning code.

Attachments:

1. PDR Report.
2. Statement from applicant.
3. Zoning map.
4. Site plans and elevations.
5. Photos.