

**Department of Community Planning and Economic Development**  
Conditional Use Permit, Variances, and Site Plan Review  
BZZ-6097

**Date:** July 15, 2013

**Applicant:** Washburn Center for Children

**Address of Property:** 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North

**Project Name:** Washburn Center for Children

**Contact Person and Phone:** Mike Tobin, Cresa (612-373-0285)

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

**Date Application Deemed Complete:** June 21, 2013

**End of 60-Day Decision Period:** August 20, 2013

**Ward: 5     Neighborhood Organization:** Sumner-Glenwood a.k.a. Heritage Park Neighborhood Association (adjacent to Harrison Neighborhood Association)

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

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

**Zoning Plate Number:** 13

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

**Proposed Use:** Community center including offices, classrooms and a meeting hall

**Concurrent Review:**

- Conditional use permit to increase the maximum height has been **withdrawn**.
- Variance of the PO Pedestrian Oriented Overlay District building placement standard to allow the first floor of the building to be set back more than 8 feet from Glenwood Avenue and Dupont Avenue North.
- Variance of the PO Pedestrian Oriented Overlay District standard to allow a parking area with more than 60 feet of street frontage adjacent to Glenwood Avenue.
- Variance of the PO overlay district standard limiting driveway to 20 feet of street frontage to allow a 28 foot wide driveway on Glenwood Avenue.
- Variance to increase the maximum height of a wall sign from 28 feet to 49 feet.
- Site plan review.

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**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 (21) “To vary the number, type, height, area or location of allowed signs on property located in an OR2 or OR3 District or a commercial, downtown or industrial district, pursuant to Chapter 543, On-Premise Signs”; Chapter 530 Site Plan Review.

**Background:** Washburn Center for Children is proposing to build a new 3-floor building to accommodate its services in an expanded facility located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North. The proposed use provides mental health services for children. Part of the building will be used for classrooms. The remainder of the building will be occupied by offices and training rooms. The proposal includes one level of below-grade parking as well as surface parking. A children’s outdoor play area (exploration garden) with restricted access would be located at the center of the site. The site is currently vacant.

For the proposed development, the following applications are required:

- In the PO overlay district, the first floor of the building must be located within 8 feet of a lot line adjacent to a street unless a greater yard is required. Portions of the building would be set back more than 8 feet from Glenwood Avenue and Dupont 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 parking lot frontage, including the bus drop-off zone, along Glenwood Avenue would exceed 60 feet of frontage. A variance of this standard is required.
- In the PO overlay district, the driveway width for all parking facilities cannot exceed 20 feet of street frontage. The proposed driveway on Glenwood Avenue would be 28 feet wide. A variance is required to increase the driveway width.
- In the C2 district, the maximum allowed height of wall signs is 28 feet. On the Glenwood Avenue building elevation, a wall sign is proposed that would be placed at 49 feet above grade. A variance is required to increase the maximum height.
- Site plan review is required for any new nonresidential building.

Correspondence from the adjacent neighborhood group, Harrison Neighborhood Association, was received and is attached to this report. Additional correspondence was received is also attached. Staff will forward additional comments, if any are received, at the City Planning Commission meeting.

Post Committee of the Whole meeting changes to the plans

Changes that have been made to the plans to address commissioner comments since the project was reviewed at Committee of the Whole include the following:

- Increased the amount of windows on the first floor Dupont Avenue elevation to eliminate the need to vary the PO overlay district standard requiring 40 percent windows.
- Reduced the widths of the driveways/curb cuts.
- A Travel Demand Management Plan (attached) was completed to address traffic demand.
- A landscaped buffer was added between the children’s play area and the surface parking.
- Bicycle parking, both short- and long-term, was added.

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Improvements to the Glenwood Avenue right-of-way, including ways to widen the sidewalk and planting boulevard trees, were also requested. The existing sidewalk width is 9 feet with no landscaped boulevard. The site plan does not include changes in that area in part because of existing overhead utility lines. No reconstruction projects are planned for Glenwood Avenue in the next 5 years. When Glenwood Avenue is reconstructed, the *Bassett Creek Valley Master Plan* calls for a 7-foot walk zone, 6-foot amenity zone with trees, 10-foot auxiliary lane, and 12-foot drive lane on both sides of the street.

**VARIANCE:** of the PO Pedestrian Oriented Overlay District building placement standard to allow the first floor of the building to be set back more than 8 feet from Glenwood Avenue and Dupont 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, all ground floor building walls are required to be located not more than eight feet from a lot line adjacent to a street. Adjacent to Glenwood Avenue, the proposed setback of the first floor varies but would not be closer than 9 feet to the lot line. An electrical power line exists along Glenwood Avenue. Xcel Energy requires a clear safety zone that cannot be occupied by buildings or people working on the building. The proposed setback incorporates the required clear safety zone as well as a working zone. The applicant has explored burying the power lines, but found it cost prohibitive at this time. Also, no reconstruction projects are planned for Glenwood Avenue within the next 5 years. Adjacent to Dupont Avenue North, most of the building would be set back more than 70 feet. Green space with a large rain garden that collects stormwater from the roof of the building is located between the building and the street. The *Bassett Creek Valley Master Plan* calls for the establishment of a Greenway in the vicinity of vacated Emerson Avenue North to be located on this site in order to make a connection between Heritage Park and proposed open spaces in the Valley. The envisioned Greenway concept includes a stormwater management, creek-like feature flanked with pedestrian amenities including walkways, lighting and benches that would branch out to Fremont Avenue North. Establishing the Greenway as proposed would bisect the subject site. Also, the applicant does not own the property adjacent to Fremont Avenue North.

- 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 standard pertaining to the placement of buildings is intended to reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation. In general, policies of the comprehensive and small area plan also support the intent of this ordinance. The small area plan encourages wide sidewalks and other pedestrian improvements. In this case, the small area plan also calls for an enhanced green space element incorporating stormwater management to be provided on-site in order to make a connection between

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Heritage Park and proposed open spaces in the Valley. The applicant is proposing to locate a rain garden adjacent to Dupont Avenue North where it will have the most public visibility. Landscaping will also be provided between the building and Glenwood Avenue where a street boulevard does not exist. Both street elevations would contain an abundant amount of windows on all levels to maximize natural surveillance and visibility. The request is reasonable and consistent with the spirit and intent of the ordinance and the 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.**

Setting the building back from Dupont Avenue North would allow for a large green space with a rain garden to be highly visible from the public right-of-way. A large green space with a stormwater management pond is located on the east end of the adjacent residential property to the north. Allowing a larger setback adjacent to Glenwood Avenue will also provide sufficient separation from the existing power lines and additional green space where none exists. Both street elevations would contain an abundant amount of windows on all levels to maximize natural surveillance and visibility. 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 Pedestrian Oriented Overlay District standard to allow a parking area with more than 60 feet of street frontage adjacent to Glenwood Avenue.

- 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 parking lot frontage along Glenwood Avenue includes a bus lane and a 60-foot wide parking area with two rows of parking spaces. To ensure a safe zone for the loading and unloading of children, a separate bus lane and pedestrian route to the entrance that does not require crossing driveways or parking areas is needed. The site has frontage on two streets. These circumstances limit where a bus lane can be provided.

- 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. Standards that minimize the impacts of surface parking are also supported by policies of the comprehensive plan. To minimize the visibility of the parking area, the applicant would provide wide landscaped yards (26-feet or more) between the street and parking area. The width of the bus lane shown on the plan is 22 feet. The applicant has indicated that traffic flow in

the bus lane is one-way and can therefore be reduced to 12 feet in width. This will allow for a wider landscaped island (extending further east and south) between the parking spaces and bus lane where stormwater-retention features can be incorporated. With the reduction of the bus lane width, the request is reasonable and in keeping with the spirit and intent of the ordinance and the 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.**

With the adoption of the staff recommendation, the granting of the variance would have little effect on the surrounding area and would not be detrimental to the health, safety, or welfare of the general public.

**VARIANCE:** of the PO overlay district standard limiting driveway to 20 feet of street frontage to allow a 28 foot wide driveway on Glenwood Avenue.

**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, the driveway width for all parking facilities cannot exceed 20 feet of street frontage. Many children are brought to the site by bus. With a 9-foot separation between the property line and the street curb and to accommodate wider turning movements of buses, the proposed driveway on Glenwood Avenue would be 28 feet wide at the property line. This narrows to a 25-foot wide driveway on the site. Reducing the width of the driveway to 20 feet would result in an insufficient driveway width, which could contribute to conflicts between vehicles and with pedestrians.

- 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 comprehensive plan includes policies that support a walkable city with pedestrian character. The proposed traffic flow in the bus lane is one-way with buses entering from Glenwood Avenue. Reducing the width of the driveway to 20 feet would result in an insufficient driveway width, which could contribute to conflicts between vehicles and with pedestrians. The 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.

- 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.**

Allowing the proposed driveway width to accommodate bus turning movements should have little effect on the character of the area. With the proposed one-way traffic flow for buses, granting the proposed variance should also not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.

**VARIANCE:** to increase the maximum height of a wall sign from 28 feet to 49 feet.

**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 C2 district, the maximum allowed height of wall signs is 28 feet. On the Glenwood Avenue building elevation, a wall sign is proposed that would be placed at 49 feet above grade. Visibility of a sign placed at 28 feet would be somewhat obscured by the utility poles and lines that are located in the Glenwood Avenue right-of-way. For larger buildings (6-stories or more), the zoning code authorizes additional wall signage that can be placed above the height restrictions by conditional use permit. The purpose of this exception is to recognize that those buildings and uses may have unique identification needs. Although not 6-stories in height, the proposed use and building has unique identification needs. The 126 square foot sign for which the variance is requested would provide the primary means of identification for the building.

- 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.**

Regulations governing on-premise signs are established to allow effective signage appropriate to the planned character of each zoning district, to promote an attractive environment by minimizing visual clutter and confusion, to minimize adverse effects on nearby property, and to protect the public health, safety and welfare. The C2 Neighborhood Corridor Commercial District is established to provide an environment of retail sales and commercial services that are larger in scale than allowed in the C1 District and to allow a broader range of automobile related uses. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. Comprehensive plan policies are also aligned with the purpose of these regulations.

The proposed use and building has unique identification needs. The 126 square foot sign for which the variance is requested would provide the primary means of identification for the building. The total amount of signage proposed is well below what is allowed. In addition to the 126 square foot sign, two other signs are proposed, all facing Glenwood Avenue, which is designated as a commercial corridor. The second sign is an approximately 22 square foot wall sign that would be

placed at 5 feet above grade. The last sign is a 1.5 square foot address sign that would be located directly above the front entrance. All signs would be non-illuminated. The request is reasonable and in keeping with the spirit and 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.**

Glenwood Avenue is designated as a commercial corridor by the comprehensive plan. The total amount of signage proposed is well below what is allowed. The signs would consist of non-illuminated individual cast aluminum letters. Granting the variance would have little effect on the surrounding area and would not be detrimental to the health, safety, or welfare of the general public or of those utilizing the property or nearby properties.

#### **Additional Findings Required by the Minneapolis Zoning Code for a Sign Variance:**

- 1. The sign adjustment will not significantly increase or lead to sign clutter in the area or result in a sign that is inconsistent with the purpose of the zoning district in which the property is located.**

The C2 Neighborhood Corridor Commercial District is established to provide an environment of retail sales and commercial services that are larger in scale than allowed in the C1 District and to allow a broader range of automobile related uses. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. The proposed use and building has unique identification needs. The total amount of signage proposed is well below what is allowed. In addition to the 126 square foot sign, two other signs are proposed, all facing Glenwood Avenue, which is designated as a commercial corridor. The second sign is an approximately 22 square foot wall sign that would be placed at 5 feet above grade. The last sign is a 1.5 square foot address sign that would be located directly above the front entrance. All signs would be non-illuminated. Granting the variance would not lead to sign clutter in the area or result in a sign that is inconsistent with the C2 district.

- 2. The sign adjustment will allow a sign that relates in size, shape, materials, color, illumination and character to the function and architectural character of the building or property on which the sign will be located.**

The 126 square foot sign would consist of non-illuminated, 2.25 foot tall individual cast aluminum letters. The proposed use and 3-story building has unique identification needs. The proposed signage would relate well with the modern architectural style of the building and the proposed exterior materials, including decorative concrete masonry, metal panels and glass.

#### **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 the 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

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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 building is located on a corner lot with frontage on two streets. The first floor would be setback more than 8 feet from the lot lines adjacent to each street. Alternative compliance is requested.
- Amenities, including landscaping and an entrance approach, would be located between the building and the adjacent streets.
- A principal entrance would face Glenwood Avenue, which is designated as a commercial corridor.
- Parking would be enclosed within the building and located at the interior of the site.
- The building would include recesses and projections and windows on all sides to divide the building into smaller identifiable sections.
- On the plans, blank, uninterrupted walls that do not include windows, entries, recesses or projections or other architectural elements that exceed 25 feet in length are shown on the second floor of the north elevation, the first floor of the west elevation, and the third floor of the west elevation. The applicant has indicated that the following architectural elements will be added:
  - On the second floor north elevation, windows will be added similar to the floor above. Alternative compliance is not requested.
  - On the first floor west elevation, horizontal architectural banding of the masonry will be added. Alternative compliance is not requested.
  - On the third floor west elevation, a window will be added to the conference room. Alternative compliance is still requested for this wall.
- The primary exterior materials would be durable and include metal panels, decorative concrete masonry, and glass. Please note, exterior material changes at a later date would require review by the Planning Commission and an amendment to the site plan review.
- All sides of the building would be similar to and compatible with each other.
- Plain face concrete block would not be used as a primary exterior building material on a wall fronting a street.
- The principal entrances would be surrounded by windows to emphasize their importance. The applicant is encouraged to provide awnings over the entrances to provide additional shelter.
- All walls are subject to the minimum window requirements because they either face a street or a parking area. In the PO district, at least 40 percent of the first floor façade of any nonresidential use

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that faces a public street must also be windows or doors with clear or lightly tinted glass that allow views in and out of the building at eye level.

- The amount of windows proposed on all of the first floor walls would greatly exceed the site plan review and PO overlay district minimum window requirements, except on the far west elevation and the far north elevation. Alternative compliance is requested.
  - The windows used to meet the minimum requirements are located between 2 and 10 feet above the adjacent grade and the bottom of each window is within 4 feet of grade.
  - The required windows would be vertical in proportion and distributed in a more or less even manner, except on the far west elevation and the far north elevation.
  - The glass will be lightly tinted with a visible light transmittance of 0.6 or greater.
  - The floor plans indicate that windows will not be blocked with shelving, mechanical equipment or other similar fixtures between the height of four and seven feet above the adjacent grade. However, views to the parking area from the west and north walls facing the children's play area will be obscured by proposed fencing around the play area. An 8-foot tall micro-weave (3/8-inch mesh) vinyl coated chain link fence with a wind screen is proposed on the north and east sides. (The applicant has indicated that the wind screen will be removed once the adjacent hedge row grows to a mature height.) On the west side of the play area, an 8-foot tall chalk board wall is proposed. Due to the nature of the use, the applicant has stated that the safety of the children is programmatically required. This includes a locked and secured playground that is visually controlled and protected from views from outside of the play area and a fencing material that cannot be climbed. To mitigate potential security issues in the parking area, the applicant has indicated that they will install cameras. Because the overall length and height of the fence is more extensive than found in most development proposals, staff is recommending that the planning commission require the applicant to explore other fence material options, such as decorative perforated metal, that may also allow them to lower the height of the fence.
- The amount of windows proposed on all of the upper floor walls would greatly exceed the minimum window requirements, except on the far west third floor elevation and the far north second floor elevation. The applicant has indicated that they will add windows to the west elevation, but less than what is needed to meet the 10 percent window requirement. Alternative compliance is requested. The applicant has also indicated that windows will be added to the north elevation, similar to what is proposed on the third floor above. Alternative compliance is not requested for this elevation. Where windows are proposed, they would be vertical in proportion and distributed in a more or less even manner.
- More than 70 percent of the linear frontage of each ground floor building wall facing a street would accommodate spaces with active functions.
- A flat roof is proposed on the building. Many buildings in the immediate area also have flat roofs. It is characteristic of development on a commercial corridor.

**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:***

- Well-lit walkways 4 feet in width or greater would connect the public sidewalk to the main entrances. The west side of the parking area, including accessible parking spaces, would not be connected to a principal entrance by a walkway. A designated walkway could be provided from the access aisle for the accessible spaces to the walkway on the east side of the bus lane which, at a minimum, would include striping in the bus lane. Therefore staff is recommending that the planning commission require a walkway in this area.
- A transit shelter is not proposed as part of the development.
- Six curb cuts exist on the site: 3 on Glenwood Avenue and 3 on Dupont Avenue North. For the proposed development, vehicle access would be from a 28-foot wide curb cut on Glenwood Avenue and two 20-foot wide curb cuts on Dupont Avenue North. Two of the curb cuts would provide access to the surface parking area and the third curb cut would provide access to the below-grade parking area. Circulation would occur on-site. A residential property is located to the north of the subject site. Although consolidating curb cuts is preferred, the proposed use has additional traffic considerations for buses as discussed in the variance section above. The proposed access is located where it should have the least amount of conflict with pedestrian traffic and surrounding residential properties.
- The site is not adjacent to a public alley.
- The applicant is proposing large landscaped yards as a buffer between the parking area and adjacent streets and has indicated that they can reduce the width of the width of the bus lane from 22 feet to 12 feet to accommodate one-way traffic flow. This will allow for a wider landscaped island to the west and south of the bus lane where stormwater-retention features can be incorporated.

**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.**

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- **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 a least 20 percent of the site not occupied by buildings be landscaped. The lot area of the site is approximately 105,323 square feet. The building footprint would be approximately 22,320 square feet. The lot area minus the building footprint therefore consists of approximately 83,003 square feet. At least 20 percent of the net site area (16,600.6 square feet) must be landscaped. Approximately 35,688 square feet of the site would be landscaped. That is equal to 43 percent of the net lot area.
- 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 34 and 166 respectfully. On-site, 32 canopy trees and 403 shrubs are proposed on the plan. The applicant has indicated that they will provide 2 additional canopy trees.
- The remainder of the landscaped area would be covered with perennials and grasses.
- A 7-foot wide landscaped yard is required between the parking area and Glenwood Avenue and Dupont Avenue North. Screening that is 3 feet in height and not less than 60 percent opaque and at least 3 deciduous canopy trees are also required in each required landscaped yard. Landscaped yards exceeding 7 feet in width with shrubs meeting the screening requirement would be provided. Three canopy trees would be provided in the landscaped yard adjacent to Dupont Avenue. Only one canopy tree is shown in the landscaped yard adjacent to Glenwood Avenue. The applicant has indicated that two canopy trees will be added.
- A 7-foot wide landscaped yard is also required between the parking area and the residential property to the north. Screening that is 6-feet tall and not less than 95 percent opaque is required in this yard. A 7-foot wide landscaped yard is proposed on the north side of the parking area. A hedge, meeting the aforementioned screening requirements, is also proposed.
- With the adoption of the staff recommendation for the parking lot frontage variance, all areas of the parking lot that are not available for parking or maneuvering would be landscaped.
- As shown on the landscaping plan, 36 of the spaces on the north side of the parking lot would not be within 50 feet of an on-site deciduous canopy tree. The applicant has indicated that they will plant additional canopy trees in the north landscaped yard to meet this requirement.
- Information provided on the landscaping plan indicates that the installation and maintenance of all landscape materials will comply with minimum standards.

**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:***

- Most of the parking area would be defined by six-inch by six-inch continuous concrete curbing. The applicant has indicated that discontinuous curbing will be installed in the landscaped island adjacent to the bus lane where stormwater can be retained.
- The proposed building should not impede views of important elements of the city.
- To the extent practical, the building would be located and arranged to minimize shadowing on public spaces and adjacent properties.
- To minimize the generation of wind currents at the ground level, the building is designed with recesses and projections and landscaping would be provided on all sides of the building.
- The development includes environmental design elements to prevent crime. Windows would be provided on all sides of the building. Where the children's play area fence would obscure views from the building to the parking area, the applicant would install security cameras. Street lighting would sufficiently illuminate the areas of the site adjacent to the streets. Lighting with appropriate levels would be provided at the interior of the site. Landscaping, walkways and fencing would be used to distinguish between public and private spaces and to guide pedestrian movement through the site.
- No structures exist 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 site is zoned C2 with the PO overlay district. A community center with offices, class rooms and a meeting hall (training rooms) is a permitted use.

**Parking and Loading:**

*Minimum automobile parking requirement:* The minimum parking requirement for the offices and classrooms is one space per 500 square feet of gross floor area (GFA) in excess of 4,000 square feet, but not less than 4 spaces. Approximately 52,390 square feet of the building would be used for offices and classrooms. Therefore 97 spaces are required for these uses. The minimum parking requirement for a meeting hall is parking equal to 30 percent of the capacity of persons. The meeting hall area (identified as training rooms on the floor plans) would occupy approximately 2,010 square feet of the building. With a capacity of 15 square feet per person, the minimum parking requirement is equal to 40 spaces. Therefore the combined minimum parking requirement for these uses is 137 spaces. 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 103 spaces. A total of 136 spaces would be provided, including 49 spaces in the below-grade parking garage and 87 surface parking spaces. At least 6 accessible spaces are required, of which 2 must be provided in the below-grade parking garage and 4 must be provided in the surface parking area. The number of accessible spaces would be provided as required. Not more than 25 percent of the required spaces can be compact spaces. Only 12 compact spaces are proposed.

*Maximum automobile parking requirement:* The maximum parking requirement for the office and classroom uses is one space per 200 square feet of gross floor area; therefore the maximum requirement

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is 262 spaces. The maximum parking requirement for a meeting hall is parking equal to 40 percent of the capacity of persons. With a capacity of 15 square feet per person, the maximum requirement is equal to 54 spaces. The combined maximum parking requirement for the uses is 316 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 237 spaces. The number of spaces proposed would not exceed 237 spaces.

*Bicycle parking requirement:* The minimum bicycle parking requirement for a community center is 6 spaces. Not less than 50 percent of the required bicycle parking must meet the standards for short-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 short-term need to comply with the long-term requirements. Those spaces must be located in enclosed and secured or supervised areas providing protection from theft, vandalism and weather and shall be accessible to intended users. Six spaces will be provided, including 3 long-term spaces in the parking garage and 3 short-term spaces adjacent to the front entrance. The short-term parking is shown on the first floor plan, but not the site plan. The final site plan will need to identify the location of the short-term parking.

*Loading:* For a community center with more than 50,000 square feet of gross floor area, 2 small loading spaces (10 feet wide by 25 feet deep) are required. Two small loading spaces would be provided.

**Proposed Lot Area:** The proposed lot area is 105,323 square feet.

**Maximum Floor Area:** The maximum FAR allowed in the C2 district is 1.7. The building would have approximately 54,400 square feet, which is an FAR of approximately 0.52.

**Minimum Lot Area:** Not applicable for this development.

**Dwelling Units per Acre:** Not applicable for this development.

**Building Height:** The maximum height allowed in the C2 district is 4 stories or 56 feet, whichever is less. As currently shown on the plans, the second and third levels are considered to each be 2 stories under the zoning codes definition of story<sup>1</sup>. However, the applicant has indicated that the second and third floors will be reduced in height to eliminate the need for a conditional use permit to increase the height. As measured from Glenwood Avenue, the building would be 52 feet tall including the parapet.

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<sup>1</sup> Section 520.160 of the zoning code defines story as "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 (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."

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**Yard Requirements:** In general, uses located in commercial districts are not subject to yard requirements except where adjacent to a lot line of a residence or office residence district, or a structure used for permitted or conditional residential purposes. The north lot line is adjacent to a residential use located in a residential district. When a rear lot line abuts a rear lot line of a residence or office residence district, or a structure used for permitted or conditional residential purposes, a yard equal to the minimum side yard that would be required on the abutting residential lot is required. The minimum rear yard requirement is equal to  $5+2x$ , where  $x$  is equal to the number of stories above the first floor. Therefore, the building is subject to a minimum yard requirement of 13 feet. The building would be well over 13 feet from the north lot line. Other obstructions, such as parking, are required to be located at least 5 feet from the rear lot line. The parking area would be 7 feet from the shared lot line.

**Specific Development Standards:** The proposed development would comply with the following development standards from section 536.20 of the zoning code required for community centers:

- (1) To the extent practical, all new construction or additions to existing buildings shall be compatible with the scale and character of the surroundings, and exterior building materials shall be harmonious with other buildings in the neighborhood.
- (2) An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening and other site improvements consistent with the character of the neighborhood.

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

- Drive-through facilities, automobile services uses, and transportation uses are prohibited. Fast food restaurants are only allowed in storefront buildings. 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. Portions of the building would be set back more than 8 feet from Glenwood Avenue and Dupont Avenue North. A variance of this standard is required.
- Amenities are required between the building and lot lines adjacent to a street. Where the building would not be built up to the street, the applicant would provide landscaping and a courtyard adjacent to the front entrance.
- At least one principal entrance must face the street. A principal entrance 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. The amount of windows proposed on each of the first floor Glenwood Avenue and Dupont Avenue North elevations would greatly exceed 40 percent of the wall area. These windows would be more or less evenly distributed, allow views into and out of the building at eye level, and would have lightly tinted glass.

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- Awnings and canopies are encouraged, but backlit awnings and canopies are prohibited. No awnings or canopies are proposed. The applicant is encouraged to provide awnings over the entrances to provide additional shelter.
- 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. The proposed parking would be located to the rear and interior of the site and enclosed within the building.
- Parking lots are limited to 60 feet of street frontage. The parking lot frontage along Dupont Avenue would not exceed 60 feet. The parking lot frontage, including the bus drop-off zone, along Glenwood Avenue would exceed 60 feet of frontage. A variance of this standard is required.
- The driveway width for all parking facilities cannot exceed 20 feet of street frontage. The proposed driveway on Glenwood Avenue would be 28 feet wide. Two driveways are proposed on Dupont Avenue North. On the site plan, one is shown as 20 feet wide and the other is shown as 24 feet wide. The applicant has indicated that they will reduce the driveway width on Dupont Avenue to 20 feet to eliminate the need for a variance to increase the width of that driveway. A variance is required to increase the driveway width of the driveway on Glenwood Avenue. On the final plans, the other driveways will need to comply with the 20 foot maximum width requirement.

**Signs:** Signs are subject to the regulations of Chapter 543, On-Premise Signs and section 551.950 in the zoning code. Any new signage will require Zoning Office review, approval, and permits. Three signs are proposed, all facing Glenwood Avenue. The first sign is a 126 square foot wall sign that would be placed at 49 feet above grade. The second sign is an approximately 22 square foot wall sign that would be placed at 5 feet above grade. The last sign is a 1.5 square foot address sign that would be located directly above the front entrance and non-illuminated. In the C2 district, up to 1.5 square feet of signage for every one linear foot of primary building wall is allowed when no freestanding sign is located on the same zoning lot. For individual wall signs, the maximum size allowed is 180 square feet and the maximum height allowed is 28 feet. Signage can be illuminated, but not backlit. Therefore on the Glenwood Avenue building elevation, up to 397 square feet of sign area is allowed. The signs will comply with the applicable sign regulations, except for the height of the first sign. A variance is required to increase the maximum height.

**Refuse Screening:** Refuse storage containers would be stored in the building.

**Screening of Mechanical Equipment:** All mechanical equipment is required to be arranged so as to minimize visual impact by using screening and must comply with Chapter 535 and district requirements including:

**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.

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- (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.

A transformer on the west side of the building would be screened by landscaping. Rooftop mechanical equipment would be screened by the structure.

**Lighting:** 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.

The lighting plan submitted by the applicant indicates that these standards will be met.

**Fencing:** Fences are regulated by Article VI, Chapter 535 Regulations of General Applicability of the zoning code. Fencing is proposed around the children’s play area. An 8-foot tall micro-weave (3/8-inch mesh) vinyl coated chain link fence with a wind screen is proposed on the north and east sides. (The applicant has indicated that the wind screen will be removed once the adjacent hedge row grows to a mature height.) On the west side of the play area, an 8-foot tall chalk board wall is proposed. Fencing located outside of required yards and at least 5 feet from a street and public sidewalk can be up to 8 feet in height. Fencing is also required to be constructed of materials designed for permanent fencing and resistant to decay. The applicant has indicated that the proposed chalkboard fence will comply with these requirements.

**MINNEAPOLIS PLAN:** In *The Minneapolis Plan for Sustainable Growth*, the future land use designation of this site is mixed use. The site is adjacent to Glenwood Avenue, which is designated as a commercial corridor. It is also within the Glenwood Avenue and Van White Boulevard neighborhood commercial node. The proposal would be consistent with the applicable principles and policies of the comprehensive plan including the following:

Chapter 1. Land Use

Policy 1.2: Ensure appropriate transitions between uses with different size, scale, and intensity.

1.2.1 Promote quality design in new development, as well as building orientation, scale, massing, buffering, and setbacks that are appropriate with the context of the surrounding area.

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.

1.4.2 Promote standards that help make commercial districts and corridors desirable, viable, and distinctly urban, including: diversity of activity, safety for pedestrians, access to desirable goods and amenities, attractive streetscape elements, density and variety of uses to encourage walking, and architectural elements to add interest at the pedestrian level.

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.

1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.

Policy 1.11: Preserve and enhance a system of Neighborhood Commercial Nodes that includes a mix of housing, neighborhood-serving retail, and community uses.

1.11.4 Encourage a height of at least two stories for new buildings in Neighborhood Commercial Nodes, in keeping with neighborhood character.

#### Chapter 7. Open Space and Parks

Policy 7.6: Continue to beautify open spaces through well designed landscaping that complements and improves the city's urban form on many scales – from street trees to expansive views of lakes and rivers.

7.6.3 Invest in the greening of streets, particularly those that connect into and supplement the parks and open spaces network.

7.6.6 Promote open space design that enhances the four season experience for all Minneapolis residents and visitors.

#### Chapter 10. Urban Design

Policy 10.9: Support urban design standards that emphasize traditional urban form with pedestrian scale design features at the street level in mixed-use and transit-oriented development.

10.9.1 Encourage both mixed-use buildings and a mix of uses in separate buildings where appropriate.

10.9.2 Promote building and site design that delineates between public and private spaces.

10.9.4 Coordinate site designs and public right-of-way improvements to provide adequate sidewalk space for pedestrian movement, street trees, landscaping, street furniture, sidewalk cafes and other elements of active pedestrian areas.

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.

10.10.3 Enhance pedestrian and transit-oriented commercial districts with street furniture, street plantings, plazas, water features, public art and improved transit and pedestrian and bicycle amenities.

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.

10.18.4 Provide walkways within parking lots in order to guide pedestrians through the site.

10.18.7 Minimize the width of ingress and egress lanes along the public right of way in order to provide safe pedestrian access across large driveways.

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10.18.8 Encourage appropriate land uses to share parking lots to reduce the size and visual impact of parking facilities.

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.

*Bassett Creek Valley Master Plan*

The property is also located within the boundaries of the *Bassett Creek Valley Master Plan* that was adopted by the City Council in 2007. The recommended land use for the site is mixed use (office and housing) with development of 3 to 7-stories in height. The plan also encourages the following building and public realm design features for each street frontage:

- Zero building set back along Glenwood Avenue
- 8-12 foot building setback with a semi-private garden adjacent to Dupont Avenue
- Ground floor active uses
- Human scale building elements
- Diversity of building fronts
- Entry is recessed and sheltered by balcony or awning
- Abundant amount of windows
- Pedestrian scale lighting
- Street trees

The plan also calls for the establishment of a Greenway in the vicinity of vacated Emerson Avenue North to be located on this site in order to make a connection between Heritage Park and proposed open spaces in the Valley. The envisioned Greenway concept includes a stormwater management, creek-like feature flanked with pedestrian amenities including walkways, lighting and benches that would branch out to Fremont Avenue North.

*Staff comment:* As discussed in the variance section above, the Glenwood Avenue building setback is impacted by the existing power lines. The applicant is proposing to landscape the area between the building and Glenwood Avenue, which lacks green space. Adjacent to Dupont Avenue North, most of the building would be set back more than 70 feet. Green space with a large rain garden that collects stormwater from the roof of the building is located between the building and the street. Establishing the Greenway as proposed by the plan would bisect the subject site. Also, the applicant does not own the property adjacent to Fremont Avenue North. A large green space with a stormwater management pond is located on the east end of the adjacent residential property to the north. Setting the building back from Dupont Avenue North would allow for additional green space and a rain garden to be highly visible from the public right-of-way.

**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

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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 placement within 8 feet of lot lines adjacent to streets

The building is located on a corner lot with frontage on two streets. The first floor would be setback more than 8 feet from the lot lines adjacent to each street. A variance of the PO Overlay District building placement standard is also required. Staff is recommending approval of the variance. As discussed in the variance section of this report, the site plan includes amenities that address adverse effects of the alternative, the security of the surrounding area has been considered, and visual interest has been created with the proposed amenities and architectural features. For these reasons, staff is also recommending that the planning commission grant alternative compliance for this standard.

Blank, uninterrupted walls that do not include windows, entries, recesses or projections or other architectural elements that exceed 25 feet in length

There would be a blank, uninterrupted wall that does not include windows, entries, recesses or projections or other architectural elements that exceed 25 feet in length on the third floor of the west elevation. Ten percent of this wall (75 square feet) is also required to be windows. The total width of the wall is 50 feet. The applicant is proposing to install a 48 square foot window in the conference room, which is located on the north half of the building. Although the proposed window will not eliminate the need for alternative compliance, the third floor wall is recessed 36 feet from the floor below making it less visible from the street level. An abundant amount of windows (over 20 percent on each wall except one) are also proposed on the adjacent walls. With a condition that a window is provided for the conference room, staff is recommending that the planning commission grant alternative compliance.

Thirty percent window requirement

All walls are subject to the minimum window requirements because they either face a street or a parking area. The amount of windows proposed on all of the first floor walls would greatly exceed the site plan review and PO overlay district minimum window requirements, except on the far west elevation and the far north elevation.

- *West elevation:* Thirty percent of the far west first floor elevation, measured between 2 and 10 feet above the adjacent grade, is equal to 146.4 square feet. No windows are proposed. The wall is adjacent to a multi-purpose room/gymnasium and storage room. The applicant has indicated that climbing and other apparatus will be installed on the interior of the multi-purpose room. Installing windows will conflict with these functions. With windows required on all sides of the building, there are limited options where these spaces can be located. As an alternative to providing windows on the first floor, the applicant is proposing to plant ornamental trees and shrubs adjacent to the first floor wall and install windows on 25 percent of the second floor wall above. For these reasons, staff is recommending that the planning commission grant alternative compliance.
- *North elevation:* Thirty percent of the far north first floor elevation, measured between 2 and 10 feet above the adjacent grade, is equal to 144 square feet. The wall is adjacent to a vestibule, receiving/trash room, and stairwell. Windows are proposed in the vestibule, resulting in 4 percent of

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the wall area occupied by windows. Doors for these spaces occupy most of the wall area. The doors for the vestibule would have windows. With windows required on all sides of the building, there are limited options where these spaces can be located. As an alternative to providing windows on the first floor, the applicant is proposing to incorporate horizontal architectural banding. For these reasons, staff is recommending that the planning commission grant alternative compliance.

Ten percent window requirement

On the plans, no windows are shown on the far west third floor elevation. Ten percent of this wall (75 square feet) is required to be windows. The total width of the wall is 50 feet. The applicant is proposing to install a 48 square foot window in the conference room, which is located on the north half of the building. Although the proposed window will not eliminate the need for alternative compliance, the third floor wall is recessed 36 feet from the floor below making it less visible from the street level and vice versa. All walls are subject to the minimum window requirements because they either face a street or a parking area. The amount of windows proposed on the adjacent upper floor walls would greatly exceed the minimum window requirements. With a condition that a window is provided for the conference room, staff is recommending that the planning commission grant alternative compliance.

**RECOMMENDATIONS:**

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

The conditional use permit application to increase the maximum height has been **withdrawn**.

**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 Pedestrian Oriented Overlay District building placement standard to allow the first floor of the building to be set back more than 8 feet from Glenwood Avenue and Dupont Avenue North located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North, subject to the following condition:

1. The first floor setbacks shall be as shown on the plans.

**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 Pedestrian Oriented Overlay District standard to allow a parking area with more than 60 feet of street frontage adjacent to Glenwood Avenue located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North, subject to the following condition:

1. The bus lane width shall be reduced to 12 feet. The area not needed for maneuvering of buses shall be landscaped and shall include stormwater-retention features.

**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 driveway to 20 feet of street frontage to allow a 28 foot wide driveway on Glenwood Avenue located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North.

**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 to increase the maximum height of a wall sign from 28 feet to 49 feet located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North.

**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 site plan review for a new nonresidential building located at the property of 1104, 1118, and 1128 Glenwood Avenue and 275 Dupont Avenue North, subject to the following conditions:

- 1) Additional architectural elements shall be provided on the second floor of the north elevation and the first floor of the west elevation as required by section 530.120 of the zoning code to prevent blank, uninterrupted walls exceeding 25 feet in length that do not include architectural elements.
- 2) Windows shall be provided on the second floor of the north elevation as required by section 530.120 of the zoning code.
- 3) A window not less than 48-square feet in area shall be added to the third floor west wall adjacent to the conference room to reduce the size of a blank wall without sufficient architectural elements.
- 4) The applicant is encouraged to provide awnings over the entrances to provide additional shelter as recommended in the PO Pedestrian Oriented Overlay District standards.
- 5) The applicant shall explore and consider other fence material options, such as decorative perforated metal, for the children's play area.
- 6) On the west side of the parking area, a pedestrian walkway shall be provided from the access aisle for the accessible spaces to the walkway on the east side of the bus lane as required by section 530.130 of the zoning code.
- 7) At least 34 deciduous canopy trees shall be provided on-site as required by section 530.160 of the zoning code.
- 8) At least 3 canopy trees shall be provided in the landscaped yard adjacent to Glenwood Avenue as required by section 530.170 of the zoning code.
- 9) All surface parking spaces shall be located within 50 feet of a deciduous tree as required by section 530.170 of the zoning code.
- 10) Fencing materials shall comply with Article VI, Chapter 535 Regulations of General Applicability of the zoning code.
- 11) Department of Community Planning and Economic Development staff review and approval of the final elevations, floor, site, lighting and landscape plans.
- 12) Site improvements required by Chapter 530 or by the City Planning Commission shall be completed by July 15, 2015, unless extended by the Zoning Administrator, or the permit may be revoked for non-compliance.

CPED Report  
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**Attachments:**

- 1) PDR report
- 2) Applicant's statement of proposed use and responses to findings
- 3) Travel Demand Management Plan (appendixes for Technical Memorandum not included)
- 4) Correspondence
- 5) Zoning map
- 6) Plans
- 7) Renderings
- 8) Photos