

Department of Community Planning and Economic Development – Planning Division
Site Plan Review and Minor Subdivision
BZZ 4821 & MS 207

Date: February 7, 2011

Applicant: HGA, Inc.

Address of Property: 2600 - 2636 Park Avenue

Project Name: Nelson Cultural Center and Turnblad Mansion Renovation

Contact Person and Phone: Andrew Weyenberg, (612) 758-4259

Planning Staff and Phone: Shanna Sether, (612) 673-2307

Date Application Deemed Complete: December 17, 2010

End of 60-Day Decision Period: February 15, 2011

End of 120-Day Decision Period: April 15, 2011 (*Staff sent extension letter February 1, 2011*)

Ward: 6 **Neighborhood Organization:** Phillips West Neighborhood Association

Existing Zoning: OR2 High Density office Residence District

Proposed Zoning: Not applicable for this application

Zoning Plate Number: 25

Legal Description: Not applicable for this application

Proposed Use: Museum

Concurrent Review:

- Site Plan Review
- Minor Subdivision

Applicable zoning code provisions: Chapter 530 Site Plan Review, Chapter 541 Off-Street Parking and Loading, Chapter 547 Office-Residence Districts and Title 22 Land Subdivision Ordinance

Background: The subject property is located on the block bounded by 26th and 27th Street East, Oakland and Park Avenue. The lot area is approximately 144,923 sq. ft. (3.32 acres) and is the site of the Swan J. Turnblad House a historic landmark that is home to the American Swedish Institute. The American Swedish Institute was established at this location in 1929 when Turnblad donated the house to the organization. The Institute has used the Mansion and carriage house as a museum ever since,

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preserving the Mansion and sensitively altering it when institutional needs changed. In 1974, the Minneapolis Heritage Preservation Commission and city council designated the Mansion as its first Landmark.

Previous land use applications include the following:

- BZZ 2344 – Approved by the City Planning Commission June 13, 2005 and city council July 22, 2005, to allow for a festival grounds and surface parking lot
 - Rezoning of the property located at 2636 Park Avenue from R6 to OR2.
 - Conditional use permit for a 95-space surface parking lot for the property located at 2636 Park Avenue.
 - Variance of the surfacing requirements of Chapter 541, Off-Street Parking & Loading to allow crushed rock or gravel in lieu of asphalt for the property located at 2636 Park Avenue.
 - Site Plan Review

- BZZ 3023 – Approved by the City Planning Commission July 17, 2006, to allow for a festival grounds and surface parking lot
 - Variance: of the screening and landscaping requirements.
 - Variance: to reduce the front yard setback along Oakland Avenue South from the required 15 feet to three feet to allow for a surface parking area and a refuse storage enclosure.
 - Variance: to reduce the corner side yard setback along East 27th Street from the required 15 feet to eight feet for a surface parking area, to nine feet for a 270 sq. ft. accessory structure and to 13 feet for a pergola.
 - Variance: to increase the height of a fence in the required corner side yard along East 27th Street from the permitted three feet to nine feet.

The goals of the project are to alleviate the spatial and physical constraints of the Mansion. Currently the exhibit and collection storage areas are distributed through the 33-room Mansion. The lobby, museum store and food service area are insufficient in area to accommodate the existing museum. Therefore, the applicants are proposing a substantial remodel of the existing Mansion, construction of an elevator and stair addition and a new 35,000 sq. ft. building addition for the Nelson Cultural Center. The project will require the removal of an existing building at 2620 Park Avenue which is used as offices for The American Swedish Institute. The renovation of the Mansion will occur predominately in the lower level of the Mansion. The new elevator and stair addition to the existing Mansion will be approximately 3,100 sq. ft. and will connect the existing Mansion to the museum addition. The museum addition will be two floors for the majority of the footprint, with a maximum height of 44 feet at the tallest point. The floor plan of the museum addition will include gallery and event space, as well as conference and class rooms and a gift shop. In addition, the applicants are proposing outdoor spaces incorporated in the addition, including a patio and two green roofs. The new addition is proposed to be designed for LEED Gold certification. The proposed site improvements include a new courtyard space between the Mansion and the new addition and modifications to the existing parking lot, including the reduction of curb cuts. The proposed increase of gross floor area of over 1,000 sq. ft. of an existing non-residential building that faces a public street requires a site plan review of the proposed elevator/stair and museum addition.

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In addition, the applicant is proposing to reconfigure the existing property boundaries through a minor subdivision. There are currently three parcels; one with the Mansion and a portion of the parking lot, one for the existing offices at 2620 Park Avenue and the third encompasses the remainder of the parking lot. The new property boundary will separate the existing Mansion from the remainder of the site. The purpose for the property boundary is to delineate areas between the historic Mansion and the new construction area.

The subject property is a historic landmark and is subject to the review and approval by the Minneapolis Heritage Preservation Commission (HPC). At its meeting on January 4, 2011, the HPC approved a certificate of appropriateness to make interior, site, and building changes to the Swan Turnblad Mansion (American Swedish Institute). In addition, the HPC reviewed and recommended the following historic variances for approval by the city council:

1. To reduce the front yard setback along Oakland from 15 feet to 11 feet to allow for an addition to the existing Swan Turnblad House,
2. To increase the height of a fence located in the front yard setback along Park Avenue from 3 feet to 9 feet; and
3. To increase the height of a building mounted wall sign from the permitted 14 feet to 20 feet.

The city council approved the historic variances on January 28, 2011.

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

Required Findings for Site Plan Review

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 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 subject property encompasses a city block with required front yards along Park Avenue and Oakland Avenue. The building matches the existing required front yard along Park Avenue with the Mansion. A historic variance was granted by the city council to reduce the required front yard along Oakland Avenue to allow for the proposed additions.

The area between the building addition and the front lot line along Park Avenue will be a landscaped courtyard with a pedestrian walkway connecting the public sidewalk to the courtyard and the museum entrance. The area between the building addition and the front lot line along Oakland Avenue will be a landscaped yard.

The public access to the museum is provided in the proposed addition. The applicants have shown the principal entrance facing south, towards the on-site parking lot and are therefore requesting alternative compliance. The pedestrian entrance will be accessed from a landscaped

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walk, towards an art glass wall and will be defined with signage above. Staff is recommending that the planning commission grant alternative compliance to allow the public entrance to face south, towards the on-site parking lot.

The existing parking area is located south of the Mansion and is accessed via curb cuts along Oakland and Park Avenues and 27th Street East. The parking area is proposed to be reduced in approximately half from 206 stalls to 123 stalls, with the construction of the museum addition. The location of the on-site parking lot is an existing condition of the property.

The building does not show sufficient architectural detail and amounts of windows to avoid large blank walls, not exceeding twenty-five (25) feet in length. The following walls do not meet this provision:

- the east 33 feet of the first floor wall on the south elevation
- the west 29 feet of the second floor wall on the south elevation
- 31 feet at the center of first floor wall on the west elevation
- 27 ½ feet at the center of the second floor wall on the west elevation
- the east 48 feet of the first floor wall on the north elevation
- the west 31 feet of the first floor wall on the north elevation

The museum addition is a Swedish Modern design that incorporates elements that are reminiscent of the existing Mansion, while not creating a false sense of history by replicating Chateausque designs and artificially aging new materials. Staff is recommending that the planning commission grant alternative compliance given the historic context of the Mansion and sensitive design of the proposed addition.

The exterior materials of the structure are similar and compatible on all four sides of the addition and complement the existing Mansion. The proposed exterior materials are glass, aluminum-faced composite metal, stone shingles and Portland cement plaster.

The principal entrance is clearly defined with a pedestrian walkway and landscaping. The entrance is further defined with signage and is accented with glass.

There are three sides of the addition, the east, west and south elevations, which require a minimum 30% glazing on the first floor and 10% on the second floor due to adjacency to the public street and an on-site parking area. The only elevation insufficient to the minimum window requirement is the south elevation, first floor, facing the parking lot. The applicant has provided 199 sq. ft. of glazing, which is approximately 15.5% of the wall, which meets the light transmittance required by the zoning code. There is an existing 176 sq. ft. of art glass, which is opaque, facing the south lot line that does not meet the light transmittance required by the zoning code. The art glass wall cannot be modified to provide real glass windows due to structural brace frames that are inlaid to the wall. In addition, the applicant is intending to provide temporary banners on the east wall. Staff believes that the applicant has provided sufficient wall enhancements that will create visual interest. In addition, there is sufficient pedestrian activity between the building and the on-site parking area such that the security of the surrounding area should not be adversely affected. Therefore, staff is recommending that the planning commission grant alternative compliance.

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The existing Mansion and proposed museum addition have active functions on the first floor facing 26th Street East and Park and Oakland Avenues.

The Mansion's slate roof is a complex arrangement of hips, gables, towers, and tall chimneys decorated with sculptured stone, toothed cornices, and thin parapets, some with castellation. The museum addition has flat roofs and also utilizes shed roof forms in dormer-style projections and a large section designed to prominently display planted vegetation. The museum addition includes a rooftop deck and fence. There are a variety of roof styles and pitches in the area. The proposed roof line appears to be visually consistent with other structures in the area

ACCESS AND CIRCULATION:

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

Conformance with above requirements:

The applicant has provided walkways connecting the principal entrances to the adjacent public sidewalk.

There are no transit shelters within the proposed development; however, there is a Metro Transit bus stop on the northeast corner of Park Avenue and 26th Street East.

The existing parking lot is accessed from three curb cuts along Park and Oakland Avenues and 26th Street East. The proposed parking area modifications show a reduction in curb cuts from three to two accessed from Park Avenue and 27th Street East. In addition, there are two additional existing curb cuts along 26th Street East and Park Avenue. The curb cut along 26th Street East does not lead to an approved parking area or drive and shall therefore be closed. There is one additional curb cut along Park Avenue that accesses the Mansion via the port-a-cochere which is intended to remain open to allow for deliveries for events held at the Mansion.

The property is not served by a public alley.

The site plan shows a significant reduction (approximately 20 percent) in the amount of impervious surface than what currently exists on the site. In addition, the applicant is incorporating green roof areas that will further reduce the stormwater impacts of the project.

LANDSCAPING AND SCREENING

- **The composition and location of landscaped areas shall complement the scale of the development and its surroundings.**

- **Not less than twenty (20) percent of the site not occupied by buildings shall be landscaped as specified in section 530.150 (a).**

- **Where a landscaped yard is required, such requirement shall be landscaped as specified in section 530.150 (b).**

- **Required screening shall be six (6) feet in height, unless otherwise specified, except in required front yards where such screening shall be three (3) feet in height.**

- **Required screening shall be at least ninety-five (95) percent opaque throughout the year. Screening shall be satisfied by one or a combination of the following:**

- **A decorative fence.**
- **A masonry wall.**
- **A hedge.**

- **Parking and loading facilities located along a public street, public sidewalk or public pathway shall comply with section 530.160 (b).**

- **Parking and loading facilities abutting a residence or office residence district or abutting a permitted or conditional residential use shall comply with section 530.160 (c).**

- **The corners of parking lots shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks, or bicycle parking.**

- **Parking lots containing more than two hundred (200) parking spaces: an additional landscaped area not less than one hundred-fifty (150) square feet shall be provided for each twenty-five (25) parking spaces or fraction thereof, and shall be landscaped as specified for a required landscaped yard.**

- **All parking lots and driveways shall be defined by a six (6) inch by six (6) inch continuous concrete curb positioned two (2) feet from the boundary of the parking lot, except where the parking lot perimeter is designed to provide on-site retention and filtration of stormwater. In such case the use of wheel stops or discontinuous curbing is permissible.**

- **All other areas not governed by sections 530.150, 530.160 and 530.170 and not occupied by buildings, parking and loading facilities or driveways, shall be covered with turf grass, native grasses or other perennial flowering plants, vines, mulch, shrubs or trees.**

- **Installation and maintenance of all landscape materials shall comply with the standards outlined in section 530.220.**

- **The city planning commission may approve the substitution or reduction of landscaped plant materials, landscaped area or other landscaping or screening standards, subject to section 530.60, as provided in section 530.230.**

The zoning code requires at least 20 percent of the site not occupied by buildings be landscaped. The lot area is 144,923 sq. ft. and the building footprints total 30,719 sq. ft. The lot area minus the building footprints therefore consists of approximately 114,204 sq. ft. At least 20 percent of the net site area (22,841 sq. ft.) must be landscaped and the applicant is providing 57,366 sq. ft., which equals 50 percent of the net site area.

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The zoning code requires at least one canopy tree for each 500 sq. ft. and at least one shrub for each 100 sq. ft. of required green space. The tree and shrub requirement for this site is 46 and 230 respectively. The applicant has shown 109 deciduous canopy trees on the property and 377 shrubs.

There are no additional required landscaped areas outside of the required yards.

There is existing screening around the parking area with a combination of an open, decorative fence and shrubbery.

Turf, native grasses or other perennial flowering plants, vines, mulch, shrubs or trees shall cover all areas that are not paved or landscaped.

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:

The on-site parking area and driveways have curbing and there is sufficient on-site retention and filtration of stormwater.

The building should not impede any views of important elements of the city.

The building should not significantly shadow the adjacent streets or properties.

Wind currents should not be major concern.

The site design provides natural surveillance and visibility to allow views into the area.

The site plan includes the rehabilitation and integration of locally designated historic structures or structures that have been locally and nationally designated. The existing Mansion and proposed development includes the reuse of significant features of the historic site. The proposed project was reviewed and approved for a certificate of appropriateness by the Heritage Preservation Commission.

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 OR2; a museum is a permitted use in this district.

Parking and Loading:

Minimum automobile parking requirement: The minimum required parking for a museum is 1 off-street parking space per 500 sq. ft. of GFA, in excess of 4,000 sq. ft. In addition, section 541.430 authorizes a 25% parking reduction for historic structures. The total floor area for the purpose of calculating required parking is 55,623 sq. ft. (31,182 sq. ft. for the Mansion after the 25% reduction and 24,441 sq. ft. for the proposed addition). Therefore, the total required parking is 103 off-street parking stalls. The applicant has provided 123 off-street parking stalls.

Maximum automobile parking requirement: The maximum automobile parking for a museum is 1 off-street per 200 sq. ft. of GFA. The maximum automobile parking for the site would be 278 spaces.

Bicycle parking requirement: 3 spaces or 1 space per 10,000 sq. ft. of GFA, whichever is greater. The minimum required bicycle parking is 8 spaces. The applicant is providing bicycle parking in excess of 20 spaces.

Loading: The use of the property requires two small loading spaces. There are two small loading spaces proposed in the museum addition.

Maximum Floor Area: The maximum floor area ratio for a museum in the OR2 District is 2.5. The lot area is 144,923 sq. ft. The total floor area for the structures is 80,117 sq. ft. The floor area ratio is .55.

Height and Bulk: The maximum building height for museums in the OR2 District is limited to four stories or 56 feet, whichever is less. The proposed museum addition is four stories and 44 feet at the maximum point. No changes to the height of the existing Mansion are proposed.

Minimum Lot Area: The minimum lot area for museum in the OR2 District is 20,000 sq. ft. of lot area. The existing lot area is 144,923 sq. ft.

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

Yard Requirements: The subject site is zoned OR2 and there are yard requirements along the all four property lines due to the zoning classification. A historic variance was granted by the city council to reduce the required front yard along Oakland Avenue to allow for the proposed additions.

Hours of Operation: The permitted hours of operation established in the OR2 are as follows:

Sunday through Thursday, from 7:00 a.m. to 10:00 p.m.

Friday and Saturday, from 7:00 a.m. to 11:00 p.m.

Signs: An existing wall sign is located above the entrance of the Mansion. The Heritage Preservation Commission approved historic variances to allow for the increased height of a wall sign for the identification sign facing Park Avenue and located on the museum addition. Additional proposed signage includes a monument sign, fence sign and a temporary banner. All signage must comply with the requirements established in Chapter 543 On-Premise Signage and the Preservation ordinance.

Refuse screening: Refuse storage containers shall be enclosed on all four (4) sides by screening compatible with the principal structure not less than two (2) feet higher than the refuse container or shall be otherwise effectively screened from the street, adjacent uses.

Lighting: Lighting proposed for the development complies with Chapter 536 Specific Development Standards for the canopy lighting, 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 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) 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.
- (3) 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.

- (4) Lighting shall not create a hazard for vehicular or pedestrian traffic.
- (5) Lighting of building facades or roofs shall be located, aimed and shielded so that light is directed only onto the facade or roof.

MINNEAPOLIS PLAN AND RELEVANT SMALL AREA PLANS:

The subject property's existing and future land use classification is public and institutional, which accommodates public and semi-public uses, including museums, hospitals, civic uses, stadiums, airport related uses, and college and university campuses. As educational institutions, public buildings, hospitals and corporations change, expand and increase their presence in city neighborhoods, residents and business owners have grappled with the challenge of accommodating these changes in a compatible, mutually advantageous way. Vital, healthy institutions bring stability and presence to any city neighborhood. Attention to transitions is one way to balance the location and expansion of these institutions, the scale and character of pedestrian or other street level activity and neighborhood livability.

- a. **According to the principles and policies outlined in *The Minneapolis Plan for Sustainable Growth*, the following policies are relevant to the site plan review:**

Policy 10.13: Work with institutional and public partners to assure that the scale and form of new development or expansion will occur in a manner most compatible with the surrounding area.

- 10.13.1 Concentrate the greatest density and height in the interior of institutional campuses with stepped-down building design as it transitions to the neighborhood.
- 10.13.2 Develop building forms on the edges of institutional property which are most reflective of neighboring properties as the preferred option, while recognizing that in certain circumstances greater bulk and density may be preferable to expansion beyond existing campus boundaries.
- 10.13.3 Encourage institutional uses and public buildings and facilities to incorporate architectural and site design that is reflective of their civic importance and that identifies their role as focal points for the community.
- 10.13.4 Promote active uses at the ground floor level.

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.
- 1.3.3 Encourage above-ground structured parking facilities to incorporate development that provides active uses on the ground floor.

Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

8.1.1 Protect historic resources from modifications that are not sensitive to their historic significance.

8.1.2 Require new construction in historic districts to be compatible with the historic fabric.

8.1.3 Encourage new developments to retain historic resources, including landscapes, incorporating them into new development rather than removal.

b. Consistency with plans:

The subject property is governed by the Phillips West Small Area Plan adopted by the city council July 17, 2009. The future land use designation for the subject property is public/institutional/office. The Plan recommends that future development or redevelopment along Park Avenue should maintain the established setbacks and building typology. The proposed additions are in line with the existing Mansion along Park Avenue and the existing carriage house along Oakland Avenue. The Plan also states “[i]t is especially important to preserve and maintain historic converted mansions.” The proposed use is consistent with the Phillips West Small Area Plan.

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, transit facilities, bicycle facilities, preservation of natural resources, restoration of previously damaged natural environment, rehabilitation of existing structures that have been locally designated or have been determined to be eligible to be locally designated as historic structures, and design which is similar in form, scale and materials to existing structures on the site and to surrounding development.**

- **Strict adherence to the requirements is impractical because of site location or conditions and the proposed alternative meets the intent of this chapter.**

- **The proposed alternative is consistent with applicable development plans or development objectives adopted by the city council and meets the intent of this chapter.**

Alternative compliance is requested by the applicant for the following standards:

- **Principal entrance facing front:** The public access to the museum is provided in the proposed addition. The applicants have shown the principal entrance facing south, towards the on-site parking lot and are therefore requesting alternative compliance. The pedestrian entrance will be accessed from a landscaped walk, towards an art glass wall and will be defined with signage above. Staff is recommending that the planning commission grant alternative compliance to allow the public entrance to face south, towards the on-site parking lot.

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- Blank walls: The building does not show sufficient architectural detail and amounts of windows to avoid large blank walls, not exceeding twenty-five (25) feet in length. The following walls do not meet this provision:
 - the east 33 feet of the first floor wall on the south elevation
 - the west 29 feet of the second floor wall on the south elevation
 - 31 feet at the center of first floor wall on the west elevation
 - 27 ½ feet at the center of the second floor wall on the west elevation
 - the east 48 feet of the first floor wall on the north elevation
 - the west 31 feet of the first floor wall on the north elevation

The museum addition is a Swedish Modern design that incorporates elements that are reminiscent of the existing Mansion, while not creating a false sense of history by replicating Chateausque designs and artificially aging new materials. Staff is recommending that the planning commission grant alternative compliance given the historic context of the Mansion and sensitive design of the proposed addition.

- Glazing: There are three sides of the addition, the east, west and south elevations, which require a minimum 30% glazing on the first floor and 10% on the second floor due to adjacency to the public street and an on-site parking area. The only elevation insufficient to the minimum window requirement is the south elevation, first floor, facing the parking lot. The applicant has provided 199 sq. ft. of glazing, which is approximately 15.5% of the wall, which meets the light transmittance required by the zoning code. There is an existing 176 sq. ft. of art glass, which is opaque, facing the south lot line that does not meet the light transmittance required by the zoning code. The art glass wall cannot be modified to provide real glass windows due to structural brace frames that are inlaid to the wall. In addition, the applicant is intending to provide temporary banners on the east wall. Staff believes that the applicant has provided sufficient wall enhancements that will create visual interest. In addition, there is sufficient pedestrian activity between the building and the on-site parking area such that the security of the surrounding area should not be adversely affected. Therefore, staff is recommending that the planning commission grant alternative compliance.

MINOR SUBDIVISION

Required Findings:

- 1. Subdivision is in conformance with the land subdivision regulations and the applicable regulations of the Zoning Code, and policies of the Comprehensive Plan.**

There are currently three parcels; one with the Mansion and a portion of the parking lot, one for the existing offices at 2620 Park Avenue and the third encompasses the remainder of the parking lot. The new property boundary will separate the existing Mansion from the remainder of the site. The purpose for the property boundary is to delineate areas between the historic Mansion and the new construction area. Both parcels will be in conformance with the requirements of the subdivision ordinance, zoning code and comprehensive plan.

- 2. Subdivision will not be injurious to the use and enjoyment of other property in the immediate vicinity, nor be detrimental to present and potential surrounding land uses, nor add substantially to congestion in the public streets.**

The existing block comprises three parcels, but they are all one zoning lot. A zoning lot is a single, buildable parcel of land under common ownership or control, occupied by one (1) or more principal buildings or uses. The new lot configuration will now have two parcels, but again, they will be the same zoning lot. The proposed subdivision will not be injurious to the use and enjoyment of other property in the vicinity, as it will be bound within the existing block and held under common ownership. Further, the proposed subdivision will not be detrimental to present or potential surrounding land uses, nor should it increase the congestion of the public streets.

- 3. All land intended for building sites can be used safely without endangering the residents or uses of the subdivision and the surrounding area by peril from floods, erosion, high water table, severe soil conditions, improper drainage, steep slopes, utility easements, rock formations, or other hazard.**

The site does not present the other above noted hazards.

- 4. The lot arrangement is such that there will be no foreseeable difficulties, for reasons of topography or other conditions, in securing building permits and in providing driveway access to buildings on such lots from an approved street. Each lot created through subdivision is suitable in its natural state for the proposed use with minimal alteration.**

The proposed property boundary will be located through the proposed connection between the existing Mansion and the museum addition. As previously mentioned, both lots are the same zoning lot.

- 5. The subdivision makes adequate provision for storm or surface water runoff, and temporary and permanent erosion control in accordance with the rules, regulations and standards of the city engineer and the requirements of these land subdivision regulations. To the extent practicable, the amount of stormwater runoff from the site after development does not exceed the amount occurring prior to development.**

The subject site is over one acre and is required to make adequate provisions for storm and surface water runoff by Public Works. Construction Code Services will review the plans for temporary erosion control during construction. In addition, the site plan shows a significant reduction (approximately 20 percent) in the amount of impervious surface than what currently exists on the site.

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 above findings and **approve** the application for a site plan

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review to allow for construction of a museum addition located at 2600 - 2636 Park Avenue in the OR2 High Density Office Residence District, subject to the following conditions of approval:

1. CPED Planning staff review and approval of the final site, elevation and landscaping plans.
2. All site improvements shall be completed by February 7, 2012, unless extended by the Zoning Administrator, or the permit may be revoked for noncompliance.

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

The Community Planning and Economic Development Department – Planning Division recommends that the City Planning Commission adopt the above findings and **approve** the application for a minor subdivision to allow for the lot line adjustment for the property located at 2600-2636 Park Avenue in the OR2 High Density Office Residence District.

Attachments:

- 1) Written descriptions and findings submitted by the applicant.
- 2) Copies of letters sent to West Phillips Neighborhood Association and CM Lilligren explaining the project
- 3) Zoning map
- 4) Survey
- 5) Site plan
- 6) Floor plans
- 7) Elevations
- 8) Photos