



**CITY OF DULUTH**

Planning Division

411 W 1<sup>st</sup> St, Rm 208 \* Duluth, Minnesota 55802-1197  
 Phone: 218/730.5580 Fax: 218/723-3559

**STAFF REPORT**

|                             |                                     |                                 |                                      |
|-----------------------------|-------------------------------------|---------------------------------|--------------------------------------|
| <b>File Number</b>          | PL 16-036                           | <b>Contact</b>                  | Jenn Reed Moses, jmoses@duluthmn.gov |
| <b>Application Type</b>     | MU-C Planning Review                | <b>Planning Commission Date</b> | May 10, 2016                         |
| <b>Deadline for Action</b>  | <b>Application Date</b>             | April 13, 2016                  | <b>60 Days</b> July 9, 2016          |
|                             | <b>Date Extension Letter Mailed</b> | April 21, 2016                  | <b>120 Days</b> September 7, 2016    |
| <b>Location of Subject</b>  | 1734-1740 Mall Drive (Village Mall) |                                 |                                      |
| <b>Applicant</b>            | NLD Duluth SC LLC                   | <b>Contact</b>                  | Allison Kern, akern@caprei.com       |
| <b>Agent</b>                | N/A                                 | <b>Contact</b>                  | N/A                                  |
| <b>Legal Description</b>    | Parcel ID # 010-4427-00010          |                                 |                                      |
| <b>Site Visit Date</b>      | April 27, 2016                      | <b>Sign Notice Date</b>         | April 26, 2016                       |
| <b>Neighbor Letter Date</b> | April 22, 2016                      | <b>Number of Letters Sent</b>   | 23                                   |

**Proposal**

Renovation of existing building and parking lot, including demolition of garden center, filling in former auto service doors, addition of drive-through canopy for Savers, and pedestrian sidewalks and landscaping in parking lot. Proposed building will retain the same footprint, with 106,678 square feet.

|                | <b>Current Zoning</b> | <b>Existing Land Use</b> | <b>Future Land Use Map Designation</b>         |
|----------------|-----------------------|--------------------------|------------------------------------------------|
| <b>Subject</b> | MU-C                  | Commercial               | Large-scale commercial, preservation           |
| <b>North</b>   | MU-C                  | Commercial (Target)      | Large-scale commercial                         |
| <b>South</b>   | MU-C                  | Commercial               | Large-scale commercial, neighborhood mixed use |
| <b>East</b>    | MU-C                  | Commercial               | Large-scale commercial, preservation           |
| <b>West</b>    | MU-C                  | Commercial               | Large-scale commercial                         |

**Summary of Code Requirements (reference section with a brief description):**

50-15.3 MU-C District - Planning review by the Planning Commission is required for most development and redevelopment.  
 50-18.1E Storm Water Management - Addresses water runoff quality and quantity pre- and post-construction.  
 50-23 Connectivity and Circulation - Focuses on pedestrian and bicycle accommodations.  
 50-24 Parking and Loading - Addresses required minimum and maximum parking spaces and loading docks, dimensional standards, snow storage and pedestrian circulation.  
 50-25 Landscaping and Tree Preservation - Landscaping standards such as materials, plant size, location, and tree preservation  
 50-26 Screening, Walls, and Fences - Screening of mechanical equipment, loading areas, and commercial containers, plus regulations regarding fences and retaining walls.  
 50-29 Sustainability Standards - Sustainability point system for new development.  
 50-30 Design Standards - Building standards for multi-family, commercial, institutional, and industrial buildings.  
 50-31 Exterior Lighting - Directs the minimum and maximum illumination values and lighting fixtures for a site.  
 50-37.11 Planning Review - Planning Commission shall approve the Planning Review or approve it with modifications, if it is determined that the application complies with all applicable provisions of this Chapter.

II.D-1

**Comprehensive Plan Findings (Governing Principle and/or Policies) and Current History (if applicable):**

Governing Principle #1 - Reuse previously developed lands. Directs investment to sites which have the potential to perform at a higher level than their current state.

Future Land Use - Large-Scale Commercial: Mall, shopping center and big box retail development, with associated surrounding retail and service uses, but only ancillary office uses and no residential uses. Oriented primarily to the motorist, with planned internal circulation patterns while still accommodating pedestrian movement. Requires access to regional transportation routes. May include regional green infrastructure for watershed protection. Site design includes generous landscaping of parking areas.

**Discussion (use numbered or bullet points; summarize and attach department, agency and citizen comments):**

Staff finds that:

- 1.) 50-15.3 (MU-C District) - The MU-C district is established to provide for community and regional commercial development along commercial corridors and nodal centers.
- 2.) 50-23 (Connectivity) - Two pedestrian ways are provided through the parking lot, providing connections to Mall Drive, Grandma's, and Maple Grove Road. Two places that pedestrian connections have not been addressed are from the new Petsmart location out to and along Mountain Shadow Drive (no sidewalk exists in this location), and from this development site to the future development shown on the site plan.
- 3.) 50-24 (Parking) - The parking lot will be resurfaced and restriped, with landscaping and stormwater improvements. Currently 568 spaces are in the area covered by this application; applicant is proposing 559 spaces after improvements. With the proposed building size, the parking maximum would be 480 spaces; however, the UDC does not require removal of existing parking to comply with the parking maximums.
- 4.) 50-25 (Landscaping) - Applicant has requested an alternative landscaping plan in accordance with attached Landscaping Summary.
- 5.) 50-26 (Screening) - There are no changes proposed to existing loading docks and dumpsters. Applicant is proposing 8 "storage stalls" behind Savers; all storage trailers will use this space. New dumpsters for PetSmart will need to provide screening per UDC standards.
- 6.) 50-27 (Signs) - Any signs will need to apply for and receive a sign permit prior to installation.
- 7.) 50-28 (Stormwater) - The current stormwater system does not provide any water quality treatment. Applicant proposes to reuse this system, installing 6 bioretention basins that will route to BMPs providing water quality.
- 8.) 50-29 (Sustainability) and 50-30 (Building Design Standards) - These sections do not apply to the proposed development.
- 9.) 50-31 (Exterior Lighting) - Lighting plan exceeds limits at some areas of property line and shared property line with Grandma's. Developer is revising lighting plan to ensure it is in conformance with UDC.
- 10.) No public, City or agency comments were received.
- 11.) Per UDC 50-37.1.N, an approved Planning Review will expire if the project or activity authorized is not begun within 1 year.

**Staff Recommendation (include Planning Commission findings, i.e., recommend to approve):**

Based on the above findings, Staff recommends that Planning Commission approve the application for renovations to Village Mall, with the following conditions:

- 1.) The project be limited to, constructed, and maintained according to the following documents, as amended to meet subsequent conditions: Site Plan (Sheet C2.1), Grading and Drainage Plan (Sheet C3.1), Utility Plan (Sheet C4.1), and Exterior Building Elevations (Sheet A-21), all dated 04/11/16; and Preliminary Landscape Plan (Sheet L-1), dated 04/10/16.
- 2.) Landscape Plan must comply with UDC standards, or receive approval of an Alternative Landscape Plan.
- 3.) Applicant sign an agreement agreeing to construct pedestrian connections between this site and a) future outlot/Aldi site when this is developed and b) Mountain Shadow Drive if and when a sidewalk is constructed in this location.
- 4.) Dumpsters for Petsmart location be screened according to UDC requirements.
- 5.) Lighting plan be revised to show compliance with UDC requirements.
- 6.) Any alterations to the approved plans that do not alter major elements of the plan may be approved by the Land Use Supervisor without further Planning Commission; however, no such administrative approval shall constitute a variance from the provisions of Chapter 50.

D-2

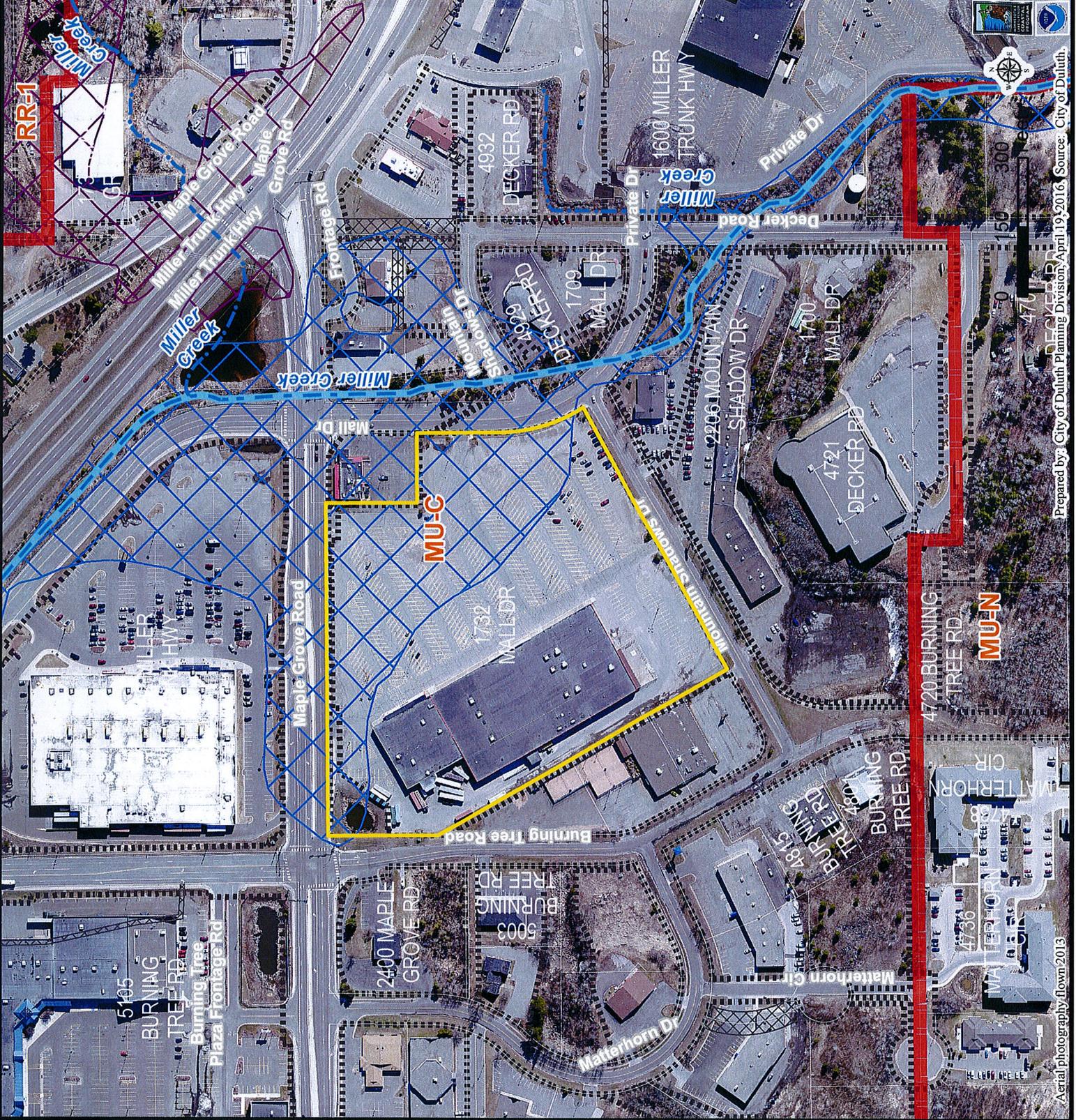
**Attachments (aerial photo with zoning; future land use map; site plan; copies of correspondence)**



**City Planning**  
 PL 16-036  
 1734 Mall Dr

**Legend**

-  Trout Stream (GPS)
-  Other Stream (GPS)
- Zoning Boundaries**
-  Zoning Boundaries
- Right-of-Way Type**
-  Road or Alley ROW
-  Vacated ROW
- Floodplain Type**
-  General Flood Plain
-  Flood Way
-  Flood Fringe



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153

*Applicant: NLD Duluth SC LLC  
Planning Review / Minor Subdivision  
Village Mall at Maple Grove Rd. & Mall Drive  
Date Submitted: April 12, 2016*

## Project Narrative

### Overview

NLD Duluth SC LLC is pleased to submit applications for Planning Review and Minor Subdivision for the Property commonly referred to herein as the Hobby Lobby / Savers shopping center at the southwest corner of Maple Grove Road and Mall Drive. Planning Review is requested in support of our proposed improvements to refresh the existing building exterior and parking area and to make building improvements necessary to place a new tenant (proposed PetSmart) into the currently vacant space. The Minor Subdivision is requested to split the one tax parcel into three (3) separate parcels: one for the Savers building, a second for the space occupied by Hobby Lobby and the vacancy to the south, and a third for development as an Outparcel building (proposed Aldi). Please note that all improvements on the Outparcel will be pursuant to separate application.

### Existing Conditions

The Property is a single tax parcel containing 11.98 acres and one building. The existing building is 106,348 SF, occupied by Savers and Hobby Lobby, with the remaining 25% vacant. The Property is currently 98% impervious surface with 793 parking stalls.

### Proposed Improvements

*Building:* As shown on the enclosed building elevations, we propose to renovate the East building façade so that the Savers space and proposed PetSmart space have cohesive look to the existing Hobby Lobby façade. On the South façade, the former garden center would be demolished and the former auto service bay doors filled in. A recessed loading dock with roll-up door is proposed near the southwest corner of the building, in the location shown on the Site Plan. On the North façade, we are proposing a new 15' x 30' drive-thru canopy for Savers' donation drop-off (please see photo of proposed canopy attached hereto). The whole building exterior will be repainted.

*Site:* We propose to overlay new asphalt and/or seal coat (with some milling as needed around curbs) and restriping of the parking lot to facilitate more orderly traffic movements as shown on the Site Plan. We are also proposing two pedestrian sidewalks through the middle of the parking area as well as sidewalk extensions to perimeter walks. Total parking stalls are proposed to be reduced to 559 stalls (exclusive of the Outparcel).

D-4

*Applicant: NLD Duluth SC LLC  
Planning Review / Minor Subdivision  
Village Mall at Maple Grove Rd. & Mall Drive  
Date Submitted: April 12, 2016*

*Stormwater:* Landscaped islands will be constructed within the existing eastern parking lot resulting in in over a 10% decrease in impervious area. With this increased pervious cover comes the benefit of reduced runoff rates and volumes. The existing storm sewer conveyance system will be reused. In order to provide water quality treatment, the proposed project design provides six (6) bioretention basins. Stormwater is pretreated prior to entering the bioretention basins through the use of skimming devices. The bioretention basins store the storm runoff and then filter it by passing through an organic sand media.

The runoff from the parking lot to the west of the existing building will be directed to new gravity separators consisting of a sump manhole and baffle product to promote settlement of suspended solids during regular storms and prevent washout of sediment in the sump during intense storms. The combination of improvements will provide a greater than 50% TSS Removal and 30% total phosphorus removal, as well as reduce peak runoff rates leaving the site.

*Landscaping:* Installation of landscape areas is proposed along the Maple Grove and Mall Drive street frontages as well as interior parking lot islands, all as shown on the proposed Landscape Plan. Calculations for Interior Landscaping requirements and Street Frontage requirements are shown on the Landscape Plan. Although the proposed improvements do not satisfy all requirements of the City Ordinance, the proposed landscaping shown is a significant improvement over existing conditions and we request approval as an Alternative Plan.

*Signage:* A freestanding pylon sign is proposed along Maple Grove Road in the location shown on the Site Plan and as depicted on the Exterior Building Elevations.

*Savers' Trailers:* As a part of the proposed refresh of the site improvements, we are proposing to limit Savers to the use of ten (10) outdoor trailers and confined to one of two designated storage areas as shown on the proposed Site Plan. The row of eight (8) stalls proposed along Burning Tree Road are proposed to be screened with a fence and landscaping.



MART  
-1, MN

D-6

VIEW FROM NORTH PARKING LOT ENTR



1ART  
-1, MN

D-7

VIEW FROM NORTH PARKING LOT ENTR

## Landscaping Summary – Village Mall (PL 15-036)

This project has requested approval of an Alternative Landscaping Plan that provides fewer trees on the site, in exchange for more shrubs and landscaped area, as well as stormwater benefits as mentioned below:

| <b>Interior Parking Lot Landscaping</b> |          |              |                     |
|-----------------------------------------|----------|--------------|---------------------|
| 15% parking lot area – landscaped       | Required | 36,454 sq ft | <b>6% increase</b>  |
|                                         | Provided | 38,549 sq ft |                     |
| Trees                                   | Required | 82           | <b>34% decrease</b> |
|                                         | Provided | 50           |                     |
| 30% tree canopy coverage                | Required | 72,912       | <b>59% decrease</b> |
|                                         | Provided | 29,831       |                     |
| <b>Street Frontage Landscaping</b>      |          |              |                     |
| Trees                                   | Required | 28           | <b>29% decrease</b> |
|                                         | Provided | 12           |                     |
| Shrubs                                  | Required | 115          | <b>17% increase</b> |
|                                         | Provided | 134          |                     |

Stormwater improvements exceed the city's requirements as follows:

- Requirement for Total Suspended Solids (TSS) removal for redevelopment is 50% and the design shows removal of 58%;
- Requirement for Total Phosphorus removal for redevelopment is that there be no net increase of TP. This design shows removal of 31% of TP (an increase over current 0%) through the implementation of rain gardens throughout the site; and
- Rate control – requirement to not exceed existing conditions: By increasing the amount of greenspace through the project area, project is slowing the runoff rate of water that is discharged compared with current hardcover conditions.

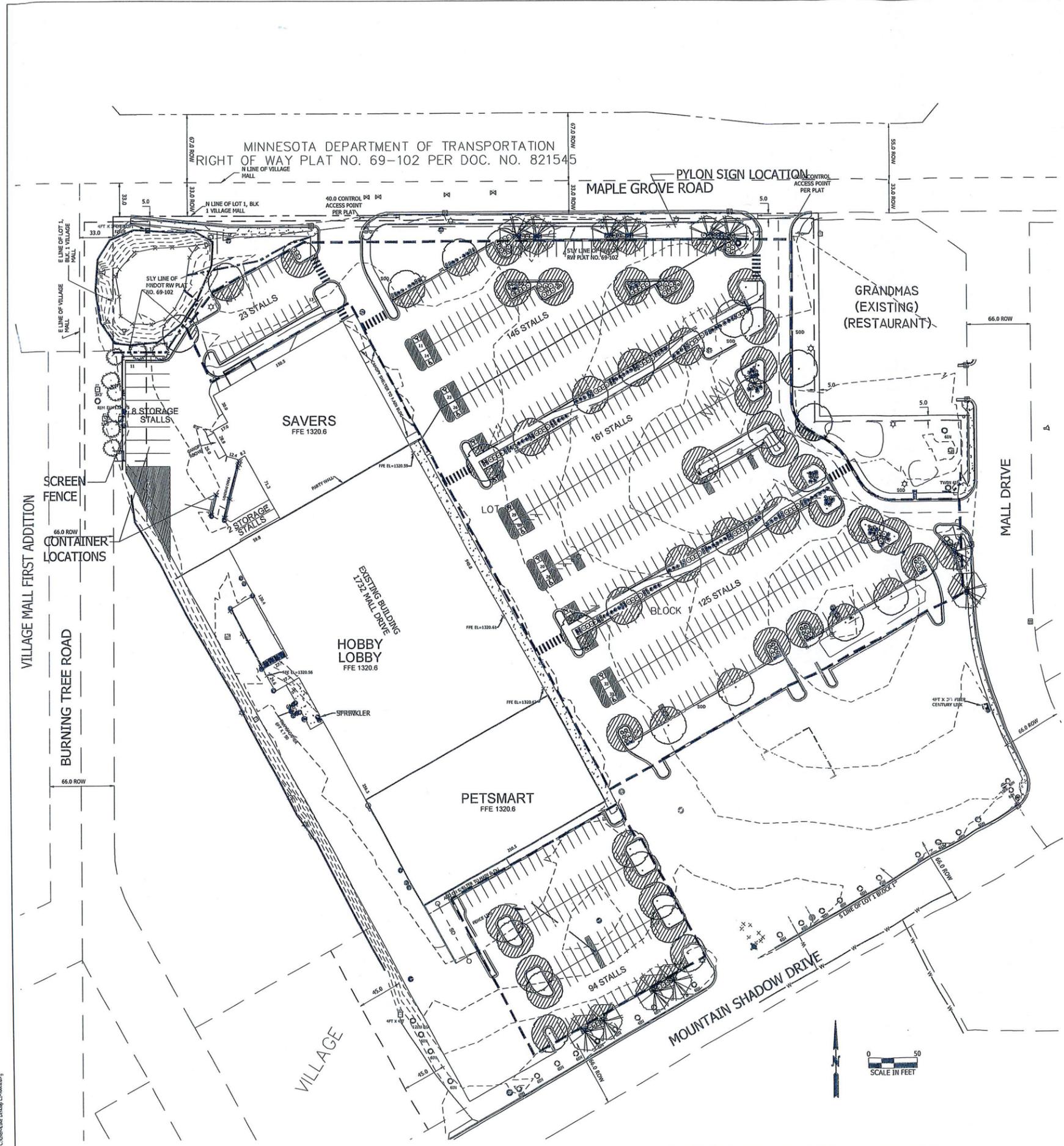
D-8



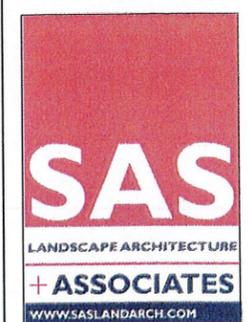








| CALCULATIONS                                                                         |                                                                                                                                                                                                                                                                    |
|--------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| PARKING LOT #1 SIZE:                                                                 | 208,777 SF (Re-Surfacing only 454 SPACES)                                                                                                                                                                                                                          |
| INTERIOR LANDSCAPING:                                                                | 208,777 SF PARKING AREA<br>REQUIRED: 10% AREA = 20,877 SF<br>PROVIDED: 35,598 (17%)<br><br>1 TREE/300 SF INTERNAL LANDSCAPE AREA<br>REQUIRED: 70 TREES<br>PROVIDED: 40 TREES<br><br>MINIMUM 30% TREE CANOPY REQUIRED<br>REQUIRED: 62,633 SF<br>PROVIDED: 22,983 SF |
| PARKING LOT #2 SIZE:                                                                 | 34,264 SF (Re-Surfacing only 94 SPACES)                                                                                                                                                                                                                            |
| INTERIOR LANDSCAPING:                                                                | 34,264 SF PARKING AREA<br>REQUIRED: 10% AREA = 3,426 SF<br>PROVIDED: 2,971 (8.6%)<br><br>1 TREE/300 SF INTERNAL LANDSCAPE AREA<br>REQUIRED: 12 TREES<br>PROVIDED: 10 TREES<br><br>MINIMUM 30% TREE CANOPY REQUIRED<br>REQUIRED: 10,279 SF<br>PROVIDED: 6,848 SF    |
| PARKING LOT #3 SIZE:                                                                 | FUTURE SUBMITTAL                                                                                                                                                                                                                                                   |
| INTERIOR LANDSCAPING:                                                                | REQUIRED: 10% AREA<br>PROVIDED:<br><br>1 TREE/300 SF INTERNAL LANDSCAPE AREA<br>REQUIRED:<br>PROVIDED:<br><br>MINIMUM 30% TREE CANOPY REQUIRED<br>REQUIRED:<br>PROVIDED:                                                                                           |
| STREET FRONTAGE #1<br>LINEAR STREET FOOTAGE:<br>(DOES NOT INCLUDE BUILDING FRONTAGE) | MAPLE GROVE ROAD<br>584 LF                                                                                                                                                                                                                                         |
| TREES:                                                                               | 1 TREE/35 FT. LINEAR FRONTAGE<br>REQUIRED: 16 TREES<br>PROVIDED: 6 TREES                                                                                                                                                                                           |
| SHRUBS:                                                                              | 3 LARGE SHRUBS/25 FT. LINEAR FRONTAGE<br>REQUIRED: 65 LARGE SHRUBS/GRASSES<br>PROVIDED: 48 LARGE SHRUBS/GRASSES                                                                                                                                                    |
| STREET FRONTAGE #2<br>LINEAR STREET FOOTAGE:<br>(DOES NOT INCLUDE BUILDING FRONTAGE) | MALL DRIVE<br>145 LF                                                                                                                                                                                                                                               |
| TREES:                                                                               | 1 TREE/35 FT. LINEAR FRONTAGE<br>REQUIRED: 4 TREES<br>PROVIDED: 2 TREES                                                                                                                                                                                            |
| SHRUBS:                                                                              | 3 LARGE SHRUBS/25 FT. LINEAR FRONTAGE<br>REQUIRED: 17 LARGE SHRUBS/GRASSES<br>PROVIDED: 50 LARGE SHRUBS/GRASSES                                                                                                                                                    |
| STREET FRONTAGE #3<br>LINEAR STREET FOOTAGE:<br>(DOES NOT INCLUDE BUILDING FRONTAGE) | MOUNTAIN SHADOW DRIVE<br>280 LF                                                                                                                                                                                                                                    |
| TREES:                                                                               | 1 TREE/35 FT. LINEAR FRONTAGE<br>REQUIRED: 8 TREES<br>PROVIDED: 21 - 4 NEW TREES - 7 PRESERVED                                                                                                                                                                     |
| SHRUBS:                                                                              | 3 LARGE SHRUBS/25 FT. LINEAR FRONTAGE<br>REQUIRED: 33 LARGE SHRUBS<br>PROVIDED: 36 LARGE SHRUBS                                                                                                                                                                    |
|                                                                                      | DECIDUOUS TREE - STREET                                                                                                                                                                                                                                            |
|                                                                                      | DECIDUOUS TREE - INTERNAL                                                                                                                                                                                                                                          |
|                                                                                      | EVERGREEN TREE                                                                                                                                                                                                                                                     |
|                                                                                      | DECIDUOUS SHRUB                                                                                                                                                                                                                                                    |
|                                                                                      | EVERGREEN SHRUB                                                                                                                                                                                                                                                    |
|                                                                                      | ORNAMENTAL GRASS                                                                                                                                                                                                                                                   |
|                                                                                      | ALL SHRUB PLANTING BEDS TO INCLUDE 3"-4" SHREDDED HARDWOOD OR ROCK MULCH WITH LANDSCAPE FABRIC                                                                                                                                                                     |
|                                                                                      | ALL DISTURBED AREAS NOT PLANTED WITH SHRUBS/TREES ARE TO BE SODDED OR SEEDED                                                                                                                                                                                       |



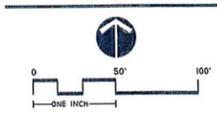
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| ISSUE RECORD/REVISION |      |
|-----------------------|------|
| PURPOSE               | DATE |
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# VILLAGE MALL

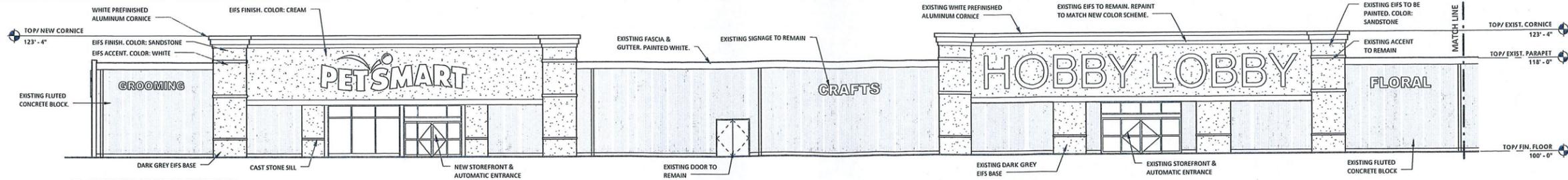
CITY OF DULUTH,  
MINNESOTA



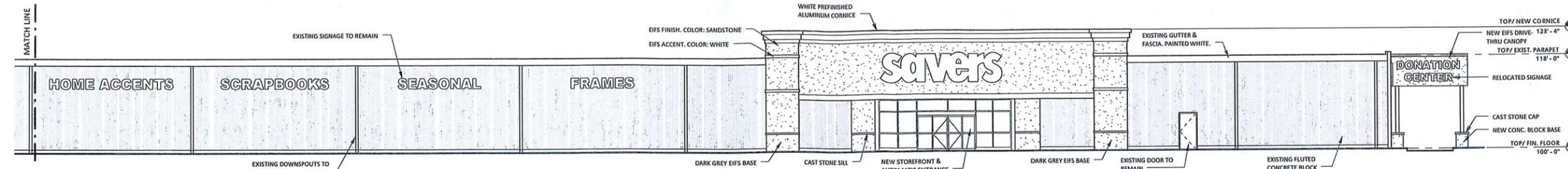
| SHEET KEY      |                            |
|----------------|----------------------------|
| SHEET TITLE    | PRELIMINARY LANDSCAPE PLAN |
| DATE:          | 4-10-16                    |
| DRAWN BY:      | LWS                        |
| CHECKED BY:    | LWS                        |
| PROJECT NUMBER | 15560                      |
| SHEET NUMBER   | L-1                        |

D-13

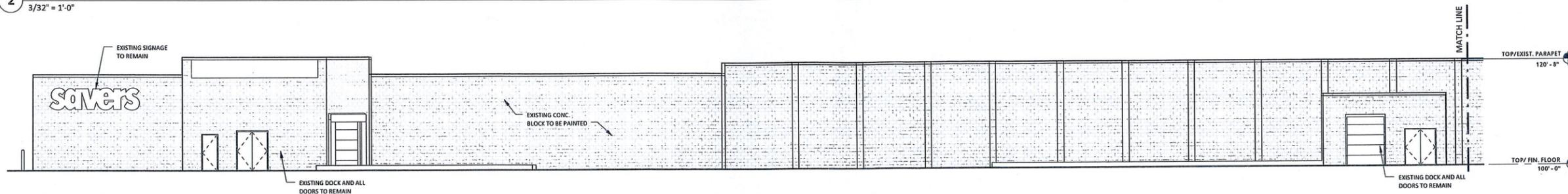
RECEIVED APR 12 2016



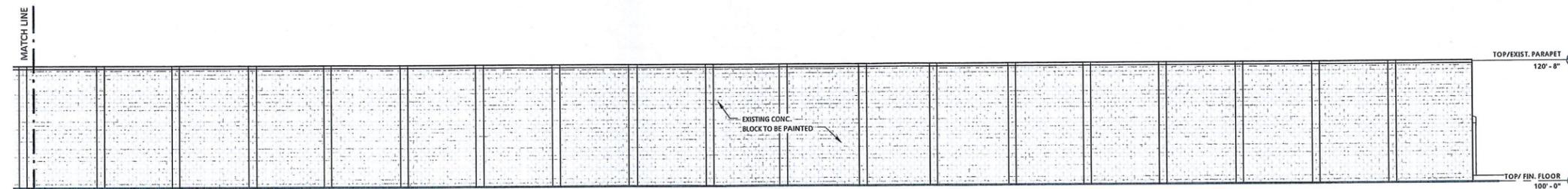
1 PARTIAL EAST ELEVATION  
3/32" = 1'-0"



2 PARTIAL EAST ELEVATION  
3/32" = 1'-0"



3 PARTIAL WEST ELEVATION  
3/32" = 1'-0"



4 PARTIAL WEST ELEVATION  
3/32" = 1'-0"

**SIGN ANALYSIS** MU-C ZONING DISTRICT

WALL SIGNS 2 S.F. PER 1 L.F. OF BUILDING FRONTAGE

**EAST ELEVATION**  
540' BUILDING FACADE  
1,080 S.F. SIGNAGE ALLOWED

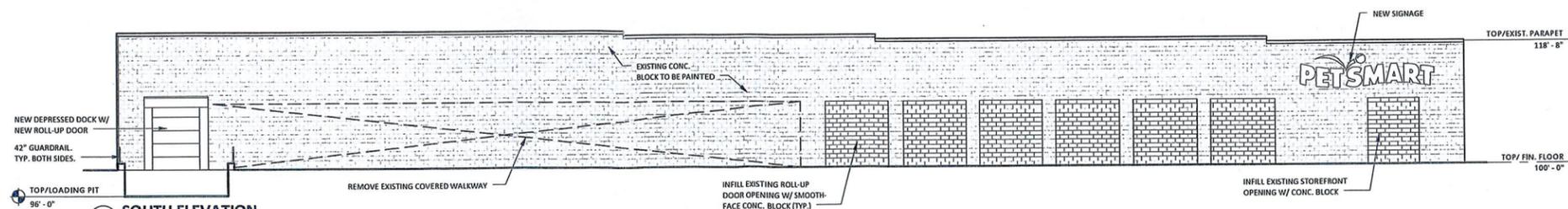
**WEST ELEVATION**  
540' BUILDING FACADE  
1,080 S.F. SIGNAGE ALLOWED

**SOUTH ELEVATION**  
210' BUILDING FACADE  
420 S.F. SIGNAGE ALLOWED

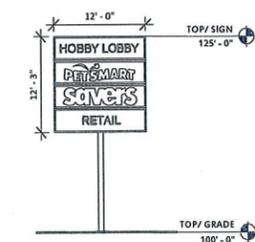
**NORTH ELEVATION**  
210' BUILDING FACADE  
420 S.F. SIGNAGE ALLOWED

**FREESTANDING SIGN** 20% OF LOT FRONTAGE, MAX 150 S.F.

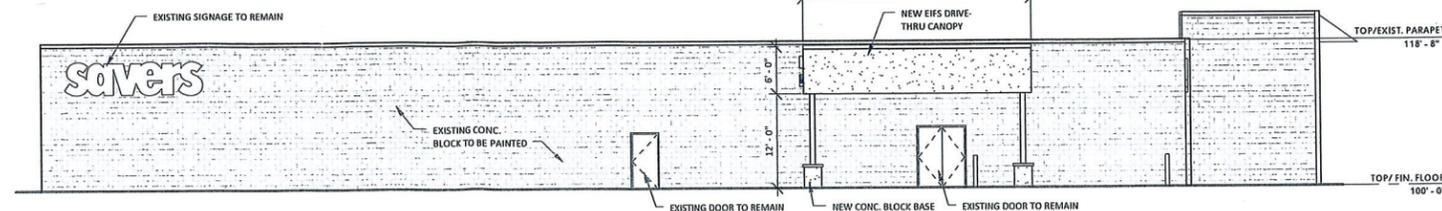
**PYLON SIGN**  
770' LOT FRONTAGE  
150 S.F. SIGN AREA ALLOWED



5 SOUTH ELEVATION  
3/32" = 1'-0"



7 PYLON SIGN ELEVATION  
3/32" = 1'-0" 147 S.F.



6 NORTH ELEVATION  
3/32" = 1'-0"

NLD DULUTH  
SC LLC

DGP Architecture  
L.L.C.  
Phone: (773) 984-8801  
1708 West Lake Ave. #3  
Chicago, IL 60614

| NO. | DATE    | BY | DESCRIPTION           |
|-----|---------|----|-----------------------|
| 1   | 4/17/16 | SD | ISSUE FOR CITY REVIEW |

RETAIL  
RENOVATION  
Maple Grove Rd & Hwy. 53  
Duluth, MN

EXTERIOR BUILDING ELEVATIONS  
DRAWN BY: SD  
REVIEWED: DGP  
DATE: 3/28/16

A-210

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D-14