

Department of Community Planning and Economic Development – Planning Division
Zoning Map Amendments
Bassett Creek Valley Rezoning Study

Date: January 14, 2008

Initiator of Amendment: Council Member Goodman

Date of Introduction at City Council: November 16, 2007

Planning Staff and Phone: Tom Leighton, (612) 673-3853; Jim Voll (612) 673-3887

Wards: 5 and 7

Neighborhood Organizations: Bryn Mawr Neighborhood Association; Harrison Neighborhood Association

Intent of the Ordinance: To rezone property in the Bassett Creek Valley Area consistent with its proposed future development as described in the recently approved Bassett Creek Valley Master Plan

Appropriate Section(s) of the Zoning Code: Chapter 521: Zoning Districts and Maps Generally

Existing Zoning: See attached map and parcel listings

Proposed Zoning for Map Amendment: See attached map and parcel listings

Zoning Plate Numbers: 12, 13, 17, 18

Background

In March, 2000, the Minneapolis City Council adopted the Bassett Creek Valley (BCV) Master Plan. This plan outlines a vision for how growth and redevelopment should occur in the Bassett Creek Valley area. A subsequent action of the City Council in 2001 authorized a 40 acre rezoning study with the intent of modifying the zoning of property so that it is consistent with the recommendations of the plan. Prior to completion of this rezoning study, the community initiated a re-evaluation and update to the BCV Master Plan. This resulted in the BCV Master Plan document that was approved in January, 2007. This plan supersedes the year 2000-approved plan by the same name—even as it offers some modifications to the land use guidance of the 2000 plan as well as a thorough analysis of site constraints and a more robust implementation strategy.

Rezoning Recommendations

The rezoning recommendations recommended herein are intended to provide regulatory guidance consistent with the 2007 BCV Master Plan. They support plan objectives such as the following long-term transitions in land use:

- Property along Interstate 394, currently zoned industrial and utilized by the City of Minneapolis Public Works Department for the outdoor storage of materials and equipment, would transition to high density office and residential development.
- Property along Glenwood Avenue, currently zoned industrial and commercial with an existing mix of commercial, office and industrial businesses, would transition to a commercial corridor that would support mixed use development at different scales.
- Property in the northwest quadrant of the study area north of Bassett Creek and south of 2nd Avenue, currently zoned industrial and occupied largely by industrial businesses would be redeveloped as a residential community.

There are 184 parcels in the BCV study area. Changes are recommended to the zoning of 130 of them. The attached table provides a complete list of properties with their existing and proposed zoning. The proposed zoning is intended to be as consistent as possible with the land use guidance provided by the BCV Master Plan. This intent cannot be fully realized in one part of the study area—the area currently occupied by the City’s Impound Lot and the Minneapolis Public Schools bus garage. These existing parcels are very large, and to assign the optimal zoning based on the 2007 BCV Master Plan would result in multiple zoning districts being assigned to each parcels. In these instances, a single zoning district was assigned that is as close as possible to the intent of the BCV Master Plan, and that would support development consistent with the BCV Master Plan. Because of current City ownership of the largest of these properties, and the likelihood that future development of these properties will require some City financial support, the goals of the BCV Master Plan can be fully assured as conditions of land sale and development support.

The Pedestrian Oriented (PO) Overlay District is proposed for properties along Glenwood Avenue. The Industrial Living (IL) Overlay Districts is assigned to large parcels that are guided partly residential and partly industrial in the BCV Master Plan.

One map change is proposed from the version that was made available for public review. 169 James Avenue south is a property that fronts on Cedar Lake Road. It is, however, accessed from James Avenue North due to the topography of the property. There is a downward slope from Cedar Lake Road toward the east, and the majority of the property is at the lower elevation. Based on this condition, the proposed zoning has been changed from R2B (matching the zoning of the neighboring properties to the north along Cedar Lake Road) to R5 (matching the zoning of its neighboring property to the east).

Nonconforming Properties

The BCV Master Plan represents an ambitious vision. As a consequence, the proposed changes to the zoning of property create many nonconforming properties. Under state law these nonconforming uses would be permitted to continue operation indefinitely, although any proposed expansion would not be permitted except as authorized by section 531.50 of the zoning code and approved by the City Planning Commission.

Properties that would be newly non-conforming as a result of these zoning changes are identified in a (map) attachment to this report.

Public Process

The vision and recommendations developed for the 2000 BCV Master Plan, and refined in the 2007 Plan, benefited from extensive community engagement processes. They enjoy strong community support. Two additional public meetings were held with a specific focus on this rezoning study.

- A community-focused open house, August 9, 6:30 to 8:30, 2007, International Market Square, Glenwood and Lyndale Avenues.
- A stakeholder-focused open house, August 23, 6:30 to 8:30, 2007, Harrison Community Center.

Around 30 people attended each event. A draft rezoning map was presented at each meeting.

The city's website has posted current information on this project since July, 2007. The formal public comment period began on August 31, 2007, and ended on October 15, 2007. Four comments were received during that time.

Findings as Required by the Minneapolis Zoning Code

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

The recommendations of the rezoning study are consistent with the adopted Bassett Creek Valley Master Plan. The plan included recommended changes to the city's comprehensive plan. Modifications were proposed to both the Future Land Use map, and the designated land use features. These changes are being incorporated into the city's comprehensive plan as part of the 2008 update to The Minneapolis Plan.

The proposed land use features in the BCV Area include:

- Designating the BCV Area a growth center
- Designating Glenwood Avenue a commercial corridor
- Designating Van White Memorial Boulevard a community corridor
- Designating the Glenwood/Van White corner a neighborhood commercial node

These maps are included as attachments to this report.

The proposed zoning changes are consistent with these comprehensive plan features, and are consistent as well with the following policies from the city's current comprehensive plan.

2.1 Minneapolis will increase its share of economic prosperity in the region.

Create a growth center concept approach to economic development, housing investment, transit service planning and investment in amenities to focus major investments in the city.

3.1 Minneapolis will designate and develop selected Growth Centers which will be well served by transit and alternative transportation, have superior amenities, accommodate a range of housing needs and offer attractive employment opportunities.

Design development of a form and intensity which utilizes land efficiently and maximizes the advantages of mixed land uses that incorporate the character of the surrounding area.

Recognize the important role of place-making in creating identifiable places with well-used attractive amenities such as open space, natural features, entertainment, public institutions and successful identities.

4.4 Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.

Provide for a range of commercial districts that provide the services required by the residents and businesses.

Encourage the economic vitality of the city's commercial districts while maintaining compatibility with the surrounding areas.

4.9 Minneapolis will grow by increasing its supply of housing.

Support the development of new medium- and high-density housing in appropriate locations throughout the City.

4.11 Minneapolis will improve the availability of housing options for its residents.

Provide and maintain moderate and high-density residential areas.

Provide and maintain areas that are predominantly developed with single and two family structures.

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

The proposed zoning amendments implement long-range planning efforts on behalf of the neighborhoods and the City. The 2007 Bassett Creek Valley Master Plan puts forth a vision that is implemented in part by this rezoning. The vision in the plan was based on extensive public involvement. It is in the public interest to put regulations in place that will ensure that the BCV Area is developed in a way that realizes the public goals identified in the BCV Master Plan.

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

The proposed zoning is consistent with land use guidance as detailed in the approved BCV Master Plan. It is in many cases not consistent with the current use and zoning classification of property.

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

There are in most cases reasonable uses of property permitted under the existing zoning. However, the proposed rezoning will allow the area to develop in a way that contributes to approved city development goals and objectives.

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

A number of changes have occurred and are occurring that contribute to the realization of the BCV Master Plan vision. Van White Memorial Boulevard is under construction and will be completed within the next two years. A design process was conducted in 2006 and 2007 that yielded a concept for the proposed Bassett Creek Commons park. City property currently utilized for city operations and storage of materials is being marketed to developers. Some new development is occurring in the Glenwood/Lyndale vicinity.

Recommendation of the Department of Community Planning and Economic Development, Planning Division

Recommended Motion: The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission and City Council adopt the above findings and **approve** the proposed zoning changes as illustrated in the attached “Proposed Zoning” map and as detailed in the “Existing and Proposed Zoning” table.

Attachments:

- MAP – Proposed Zoning
- Table of parcels in study area with existing and proposed zoning
- MAP – Future Development Scenario, BCV Master Plan 2007
- MAP – Future Land Use, BCV Master Plan 2007
- MAP – Comprehensive plan designations, BCV Master Plan 2007
- MAP – Existing Zoning
- MAP – Newly Nonconforming Properties
- Correspondence