



## Request for City Council Committee Action from the Department of Community Planning and Economic Development

Date: June 26, 2008

To: Council Member Gary Schiff, Chair, Zoning and Planning Committee  
Committee members Goodman, Remington, Samuels, Gordon, Colvin  
Roy

Referral to: Zoning and Planning Committee

**Subject:** *The Minneapolis Plan for Sustainable Growth*, the update to the  
City's Comprehensive Plan

**Recommendation:** Approve plan, as recommended by the City Planning  
Commission and with additional amendments recommended by staff detailed in  
the supporting information section below, and submittal to Metropolitan Council  
for review

**Previous Directives:** Previous comprehensive plan subject matter introduction and  
referral to Committee and staff

Prepared by: Barbara Sporlein, Planning Director  
Approved by: Barbara Sporlein, Planning Director  
Presenters in Committee: Barbara Sporlein, Planning Supervisor; Planning Supervisors may  
present as well

### Reviews

- Permanent Review Committee (PRC): Approval \_\_\_ Date \_\_\_\_\_ **NA**
- Policy Review Group (PRG): Approval \_\_\_ Date \_\_\_\_\_ **NA**

### Financial Impact

- No financial impact **X**
- Action requires an appropriation increase to the \_\_\_ Capital Budget or \_\_\_ Operating Budget
- Action provides increased revenue for appropriation increase
- Action requires use of contingency or reserves
- Action is within the Business Plan **X**
- Action requires a change to the Business Plan

- Other financial impact
- Request provided to the Finance Department when provided to the Committee Coordinator

### Community Impact

- Neighborhood Notification **All neighborhoods in the city noticed through the Planning Commission approval process (public hearing June 2, 2008)**
- City Goals **Implements and is consistent with all City Goals: A Safe Place to Call Home, One Minneapolis, Lifelong Learning Second to None, Connected Communities, Enriched Environment, and A Premier Destination**
- Comprehensive Plan **Updates the City's existing comprehensive plan, *The Minneapolis Plan***
- Zoning Code Various chapters **Provides policy guidance for Zoning Code and all other City regulations and ordinances**
- Other

### Supporting Information

#### Planning Commission Action

On June 2, 2008, the Planning Commission unanimously recommended the City Council approve the submission of the City's new Comprehensive Plan, *The Minneapolis Plan for Sustainable Growth*, to the Metropolitan Council for review and approval. The Planning Commission's official action, along with recommended changes to the draft plan, are provided below:

**A. Plan:** Considering adoption of The Minneapolis Plan for Sustainable Growth, subject to the review of the Metropolitan Council.

**Action:** The City Planning Commission recommended that the City Council adopt and **approve** submittal of the City's new comprehensive plan, The Minneapolis Plan for Sustainable Growth, to the Metropolitan Council for review, including the following changes:

- Staff is to continue revising the growth projections.
- Accept the TMP Modifications to Complement New Policy 10.23 as proposed by Commissioners Lara Norkus-Crampton and Lauren Huynh as follows:

A. Minor modification and clarification to existing language

#### 1. Executive Summary

i. Page 10 – Replace title heading "Educated and Involved People" with title heading "**Literacy**"

ii. Page 12 under title heading "Transportation Access" – Revise last sentence to state "The City sets the example for others through its business practices, featuring **low-emitting fuel efficient vehicles** in its motor vehicle fleet, for example."

iii. Page 14 under title heading "Livable Neighborhoods" – Revise last sentence to state "Important priorities include improving public safety, **preservation, and equal access to** community facilities, such as schools and libraries."

B. Policy clarification regarding uniform application of Sustainable/Winter Cities/ Climate Sensitive Design Practices

## 1. Land Use Chapter

i. Page 16, Amend Policy 1.12.4 to state, "Discourage uses that diminish the transit and pedestrian character of Activity Centers, such as automobile services, **surface parking lots**, and drive-through facilities."

ii. Page 16, Add Policy 1.12.10 to state, "**Encourage developments to incorporate climate sensitive site and building design practices.**"

iii. Page 18, Amend Policy 1.13.3 to state, "Discourage uses that diminish the transit and pedestrian character of areas around transit stations, such as automobile services, **surface parking lots**, and drive-through facilities."

## 2. Transportation Chapter

i. Page 7, Amend Policy 2.5.4 to state, "Implement and expand zoning regulations and incentives that promote bicycling, such as **secured storage for bikes near building entrances, storage lockers, and changing and shower facilities.**"

ii. Page 7, Add Policy 2.5.8 to state, "**Incorporate bike parking into all street furniture configurations.**"

iii. Page 8, Amend Policy 2.6.3 to state, "Implement strategies, such as preferential and discounted parking for **low-emitting fuel efficient vehicles**, car-and vanpooling, **low-emitting** fuel efficient taxi services, and car sharing programs, that increase vehicle occupancy and reduce the number of single occupancy vehicles."

iv. Page 14, Amend Policy 2.10.4 to state, "Improve the pedestrian environment Downtown to ensure it is a safe, enjoyable, and accessible place to walk. Encourage strategies such as wider sidewalks for pedestrian movement, trees, **landscaping**, and street furniture, improved transit facilities, additional bicycle facilities, and on-street parking and other curb-side uses."

## 3. Economic Development Chapter

i. Page 13, Amend Policy 4.13.2 to state, "Encourage existing Downtown buildings to retrofit **using sustainable design practices**, including energy efficiency, additional green space, and bicycle facilities."

## 4. Environment Chapter

i. Page 4, Amend Policy 6.2.7 to state, "Promote the development of **sustainable** site and building standards."

ii. Page 4, Amend Policy 6.3.5 to state, "Support the development of **sustainable** site and building standards on a citywide basis."

iii. Page 5, Amend Policy 6.3.9 to state, "Develop regulations to further reduce the heat island effect in the city by increasing green urban spaces for parks and open spaces, including shading of parking lots, **sidewalks**, and other impervious surfaces, promoting installation and maintenance of green roofs and utilization of highly reflective roofing and paving materials."

iv. Page 5, Add Policy **6.3.10 to state, "Promote climate sensitive site and building design practices."**

v. Page 9, Amend Policy 6.9.7 to state, "**Preserve and enhance** the strategic placement of pervious surfaces within the city to decrease the rate and volume of stormwater runoff."

#### 5. Open Spaces & Parks Chapter

i. Page 12, Amend Policy 7.6.1 to state, "Where open spaces and the built environment interface, seek greater design integration between them to create interesting spaces **for active and passive use.**"

ii. Page 12, Amend Policy 7.6.6 to state, "Promote open space design that enhances the **four season** experience for all Minneapolis residents and visitors."

#### 6. Heritage Preservation Chapter

i. Page 10, Amend title heading to state "**Reduce, Reuse,** and Recycle"

ii. Page 10, Amend last sentence in first paragraph to state, "...Applying the ethic of "**reduce, reuse, and recycle**" to buildings with the goal of neighborhood revitalization can have positive results for Minneapolis communities, the natural environment, and society."

iii. Page 10, Amend last sentence in last paragraph to state, "...At any time during the **process of reducing, reusing** or recycling of buildings, documentation of the structure could also take place."

iv. Page 11, Amend Policy title heading to state, "Policy 8.7: Create a regulatory framework and consider implementing incentives to support the ethic of "**reduce, reuse,** and recycle" and revitalization for buildings and neighborhood."

#### 7. Arts and Culture Chapter

i. Page, 4, Amend Policy 9.2.2 to state, "Recruit people of color **and diverse geography** into cultural leadership roles."

#### 8. Urban Design Chapter

i. Page 2, Amend the first text paragraph to state, "Our urban form also reflects the fact that Minneapolis is a Winter City. Utilizing climate sensitive design strategies adapted to our northern environment can create and enhance year round urban livability by making the winter environment more safe, comfortable and enjoyable at the pedestrian realm. Snow removal for safety and active winter transportation (walking and biking), minimizing the shadowing of pedestrian spaces used in the wintertime, as well as landscaping for winter visual interest and wind screening are important.

ii. Page 5, Amend Policy 10.2.8 to state, "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."

iii. Page 13, Amend Policy 10.9.4 to state, "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."

iv. Page 14, Amend the first sentence of the second paragraph to state, "Successful commercial buildings and areas attract pedestrians by bringing their storefronts close to the sidewalk's edge, providing adequate sidewalk space for pedestrian movement and four season amenities, orienting building design to the street, and respecting traditional urban form by keeping building heights to a level that is compatible with the surrounding neighborhood."

v. Page 15, Amend Policy 10.10.1 to state, "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."

vi. Page 16, Amend Policy 10.11.4 to state, "Maximize the year round potential for public transit, biking, and walking in new developments."

vii. Page 18, Amend the first sentence under **Public Spaces** to state, "Public spaces in Winter Cities are successful when they are designed with people in mind for year round use."

viii. Page 19, Amend Policy 10.14.6 to state, "Develop public plaza standards that give specific guidance on preferred design and maintenance of seating, lighting, landscaping and other amenities utilizing climate sensitive design principles."

ix. Page 20, Amend Policy 10.16.2 to state, "Provide streetscape amenities, including street furniture, trees, and landscaping, that buffer pedestrians from auto traffic, parking areas, and winter elements."

x. Page 22, Amend Policy 10.17 title heading to state, "Provide sufficient lighting to reflect community character, to provide a comfortable environment in a northern city and promote environmentally friendly lighting systems."

xi. Page 22, Amend Policy 10.17.1 to state, "Provide high-quality lighting fixture designs that are appropriate to street types and land use, and that provide pedestrian friendly illumination, but minimize glare and dark sky conditions, and other unnecessary light pollution."

- To designate 38th St E and 4th Ave S as a Neighborhood Commercial Node in the 2008 update to the Minneapolis Plan for Sustainable Growth, to include the following properties: 3744, 3753, 3759, 3800, 3801, and 3810 4<sup>th</sup> Ave S; and 330, 343, 345, and 411 38<sup>th</sup> St E.
- To expand the boundaries of the 38th St E and Chicago Ave Neighborhood Commercial Node shown in the draft 2008 update to the Minneapolis Plan for Sustainable Growth to include the following properties: 3641, 3649, 3701, 3705, 3715, 3644, 3710 Chicago Ave and 730 E 38<sup>th</sup> St.
- Page 14, add 1.11.7 to encourage the redevelopment of vacant commercial buildings and direct City services to these areas.

### **Staff Recommended Changes Since Planning Commission Action**

The plan has now been forwarded to the Zoning and Planning Committee for action. Since the Planning Commission's action on the project, staff have identified several additional items that may require amendment to the draft comprehensive plan:

- Arts and Culture Chapter (recommended **amendment** to plan for clarification): Policy 9.4: Strengthen the city's public art program by providing a definite funding commitment and confirming policy. The city funds public art through a voluntary allocation of the annual net debt bond, the exact amount determined annually ~~by~~ through the Capital Long Range Improvement Committee and budget adoption process. The public art program is administered by Cultural Affairs staff in the Planning Division of CPED, and overseen by the Minneapolis Arts Commission. In addition, the Minneapolis Public Library Board has a public art program, the Department of Public Works has initiated a number of projects, and Neighborhood Revitalization Program funding has been used for public art."
- Housing Chapter (recommended **amendment** to plan): During the council committee briefing process, several council members indicated that the Housing chapter should have stronger language associated with the issues of foreclosure. Staff recommends addressing this concern by adding a paragraph to the Housing chapter introduction and refining one of the policies:
  - i. Page 3, Add paragraph under first paragraph on page which reads, **"In most parts of the city there is a robust market for buying and renting housing units. Some areas, however, have experienced disinvestment over the years and a decline in the quality of the housing stock. The recent and ongoing foreclosure crisis has exacerbated these conditions. It has resulted in numerous vacant housing units, and threatened many households with dislocation and great financial setback. The city and numerous collaborators have mounted an aggressive response through strengthening existing programs and launching innovative efforts."**
  - ii. Page 8, Amend Policy 3.5.8 to read, "Reduce the number of mortgage **foreclosures** through strategies such as home ownership counseling, public education about responsible mortgages and early warning systems that flag problem issues before default is inevitable."
- Industrial policy (recommended **staff direction** v. not amendment to Comprehensive Plan): The comprehensive plan and future land use map are consistent with the Above the Falls Plan (2000), Industrial Land Use and Employment Policy Plan (2006), and the recently completed Minneapolis Park and Recreation Board's Comprehensive Plan (2007). However, questions have been raised regarding the timeframe in which land use transitions may occur within the Above the Falls study area, and what this means for current property owners and future job growth. Because of these issues, it is recommended that the following direction be provided to staff:

"Direct staff to include the following considerations as part of the Above the Falls rezoning study to be conducted after adoption of *The Minneapolis Plan for Sustainable Growth*: (1) Explore policy and regulatory strategies for providing existing property owners clearer expectations about the phasing of long-range land use transitions; and (2) analyze and report back to the Council on the potential impacts of the land use

guidance in the Above The Falls study area related to the extent and phasing of the proposed long-range transition from industrial to non-industrial development.”

- end



**Date:** June 2, 2008

**Project Name:** Update to The Minneapolis Plan, the comprehensive plan for the City of Minneapolis

**Planning Staff and Phone:** Karin Berkholtz, 612.673.3420

**Ward:** all

**Neighborhood Organizations:** all

### **Background and Public Process**

Upon adoption, The Minneapolis Plan for Sustainable Growth will be the City's comprehensive plan. It updates the existing Minneapolis Plan, adopted in 2000. The plan provides long range policy guidance for the entire City.

On August 12, 2005 the Metropolitan Council issued the 2030 Regional Framework revised forecasts. On September 12, 2005, the Metropolitan Council issued a "system statement" to the city of Minneapolis. The System Statement is intended to help a community prepare or update its comprehensive plan, as required by the Metropolitan Land Planning Act:

*Within three years following the receipt of the metropolitan system statement, every local governmental unit shall have prepared a comprehensive plan in accordance with sections 462.355, subdivision 4, 473.175, and 473.851 to 473.871 and the applicable planning statute and shall have submitted the plan to the Metropolitan Council for review pursuant to section 473.175.*

The Metropolitan Council reviews comprehensive plans for conformance with metropolitan system plans, consistency with Council policies, and compatibility with adjacent and affected governmental units.

The issuance of the System Statements by the Metropolitan Council in 2005 triggered the update process for the city's comprehensive plan. The comprehensive plan addresses housing, jobs, transportation, parks and open spaces, and water resource management; the updated plan will also include a future land-use map. The comprehensive plan is a long-term vision for the growth and physical development of the city, a policy framework that guides planning, zoning and development decisions.

The Comprehensive Plan provides guidance to elected officials, City staff, developers and other businesses, neighborhood groups and other community stakeholders to ensure progress toward a common vision. The City of Minneapolis refers to the plan when:

- Designing and implementing a wide variety of City policies and programs;
- Developing and adopting neighborhood, small-area and citywide plans;
- Reviewing and approving project-specific site plans and land-use applications;
- Reviewing and approving public land-acquisition and disposition proposals;

- Planning and prioritizing capital improvement and infrastructure projects; and
- Determining priorities for public financing of projects and programs.

The City's primary objectives for this update of the Comprehensive Plan are to:

- Strengthen and clarify the City's existing policy framework for future planning, zoning and development decisions;
- Frame issues to guide new policy development in three specific topic areas: sustainability, heritage preservation and urban design;
- Complete a future land-use map that reflects the City's vision and policies; and
- Simplify and improve the format of the plan to make it easier for elected officials, City staff, developers and other businesses, neighborhood groups and other community stakeholders to understand and use.

Inter-departmental work groups have been meeting since June of 2006 to review the City's existing Comprehensive Plan and related policies, begin work on the future land-use map, and implement the public participation process for the update.

**Community Forums: Round I – April/May 2007**

A first round of community forums focused on the three topics mentioned above: sustainability, heritage preservation and urban design. City staff provided background information, presented current policies and possible future directions, and engaged community stakeholders in discussion about each topic. Over 100 people attended these meetings and provided comments. Following these meetings an online survey was made available, wherein the same questions were asked as those at the open house. Over 1,200 individuals participated in the survey.

**Completion of Draft Comprehensive Plan – June/July 2007**

City staff incorporated the results of these forums into the draft Comprehensive Plan, along with the future land-use map and other elements of the plan. City staff also reviewed the draft plan with planning professionals, government peers, and other stakeholders who may not have been adequately represented in the community forums or alternative input processes.

**Focus Groups – June-December 2007**

Focus groups included Realtors, environmental advocates, builders, neighborhood groups, architects, heritage preservationists, and NRP staff. One specific group that met a number of times was the Downtown Task Force, which focused on policies for Downtown. Updates were also provided to standing boards and commissions with citizen members, including Heritage Preservation Commission, Minneapolis Arts Commission, and the City Planning Commission. An additional focus group was held in early 2008 for Hispanic/Latino residents and was conducted entirely in Spanish. These focus groups provided in-depth insights into specific elements of the plan, again related to the three main themes identified during the visioning phase.

**Release of Draft Plan for Public Review – December 2007**

The Draft Comprehensive Plan, with the future land-use map, was released in December. The draft plan was also circulated to neighboring jurisdictions for the required six-month review, and made available at neighborhood organization offices, public libraries, City offices, and online.

**Open Houses – January 2008**

Six open houses took place in January 2008 during the 45-day public comment period. City staff presented and invited discussion of the entire draft plan, including the future land-use maps. As in the first round, the City made this information available online and in alternative formats, so those who could not attend these forums had the opportunity to participate. Approximately 450 people participated in meetings during this phase, and 250 individual comments or surveys were submitted. Since the comments were more specific to plan content, they were compiled and responded to individually. A copy of this summary of comments and responses are attached in the appendix.

### **Revision of Comprehensive Plan – February/March 2008**

City staff revised the draft plan to reflect the results of the open house events. City staff also reviewed the draft plan with planning professionals, government peers, and other stakeholders who may not be adequately represented in the community forums or alternative input processes.

### **Presentation of draft Comprehensive Plan to City Committees – April/May 2008**

Staff presented the draft Comprehensive Plan to the City's boards, commissions and committees.

### **Submission of Plan for Approval – June/July 2008**

The completed Comprehensive Plan will be reviewed by the Minneapolis City Planning Commission, the Minneapolis City Council and the Metropolitan Council before final adoption by the City Council in 2008. Each of these steps provides additional opportunities for public review and comment.

### **Public Comments**

Comments to the draft comprehensive plan are available for review on the Planning Division's website. Most comments were affirming of the language, tone, direction, and policy statements in the plan. Changes to the draft text, based upon public comment and comments received from City boards, commissions and committees are reflected in the current draft document; highlighted in yellow. Several significant issues were raised during plan review. The Commission will need to examine these to ensure that there is a clear, consistent policy for the City:

*Land Use Chapter: Future Land Use Map:* The draft future land use map is consistent with adopted policy in the Above the Falls Master Plan (adopted by Council in 2000) and the Industrial Land Use and Employment Policy Plan (adopted by Council in 2006).

*Economic Development:* new implementation step added to strengthen link between infrastructure and economic vitality of downtown:

4.13.8 Continue to improve Downtown infrastructure to meet the needs of businesses, residents and visitors.

*Open Space and Parks:* New implementation step added acknowledging Minneapolis as a winter city.

7.1.8 Encourage the development of open spaces that provide amenities for year round use.

*Arts and Culture:* Changes to existing city policy as adopted in the Minneapolis Plan for Arts and Culture (adopted by council in 2006)

9.3.1 Identify a dedicated ~~public~~-funding mechanism with the priority for supporting small and mid-sized arts organizations and individual artists .

Change to narrative: The city funds public art through a ~~voluntary allocation of 2 percent omitted~~ an allocation of the annual net debt bond, the exact amount determined annually by the Capital Long Range Improvement Committee. The public art program is administered by Cultural Affairs staff in the Planning Division of CPED, and overseen by the Minneapolis Arts Commission. In addition, the Minneapolis Public Library Board has a public art program, the Department of Public Works has initiated a number of projects, and Neighborhood Revitalization Program funding has been used for public art.

9.4.3 Fund public art with ~~at least 2%~~ a portion of the annual net debt bond as part of the city's annual Capital Long Range Improvement Plan.

*Urban Design:* Added policy language regarding urban design in a winter city.

Policy 10.23 Promote climate-sensitive design principles to make the winter environment safe, comfortable and enjoyable.

10.23.1 Consider solar access, shelter from wind and snow storage and removal in site design.

10.23.2 Locate pedestrian places on the sunny sides of streets and buildings to shelter from the wind and utilize the sun's warmth.

10.23.3 Consider building context, placement, and height to manage wind speeds.

10.23.4 Encourage snow removal and storage practices that promote pedestrian and bicycle activity and safety.

10.23.5 Utilize pedestrian lighting, seasonal lighting, and furniture to increase comfort and safety so that streets become places for people.

10.23.6 Encourage street tree plantings to reduce wind speed and provide separation between pedestrians and cars.

10.23.7 Consider topography and site grading so that snowmelt is directed away from roads and pedestrian areas to avoid icy conditions and from basements to avoid snowmelt infiltration.

10.23.8 Develop guidance that encourages climate-sensitive design for residential and commercial buildings, parking lots, and open spaces and parks.

#### **RECOMMENDATION OF THE DEPARTMENT OF COMMUNITY PLANNING AND ECONOMIC DEVELOPMENT, PLANNING DIVISION:**

The Department of Community Planning and Economic Development – Planning Division recommends that the City Planning Commission and City Council adopt and approve submittal of the City's new comprehensive plan, The Minneapolis Plan for Sustainable Growth, to the Metropolitan Council for review.